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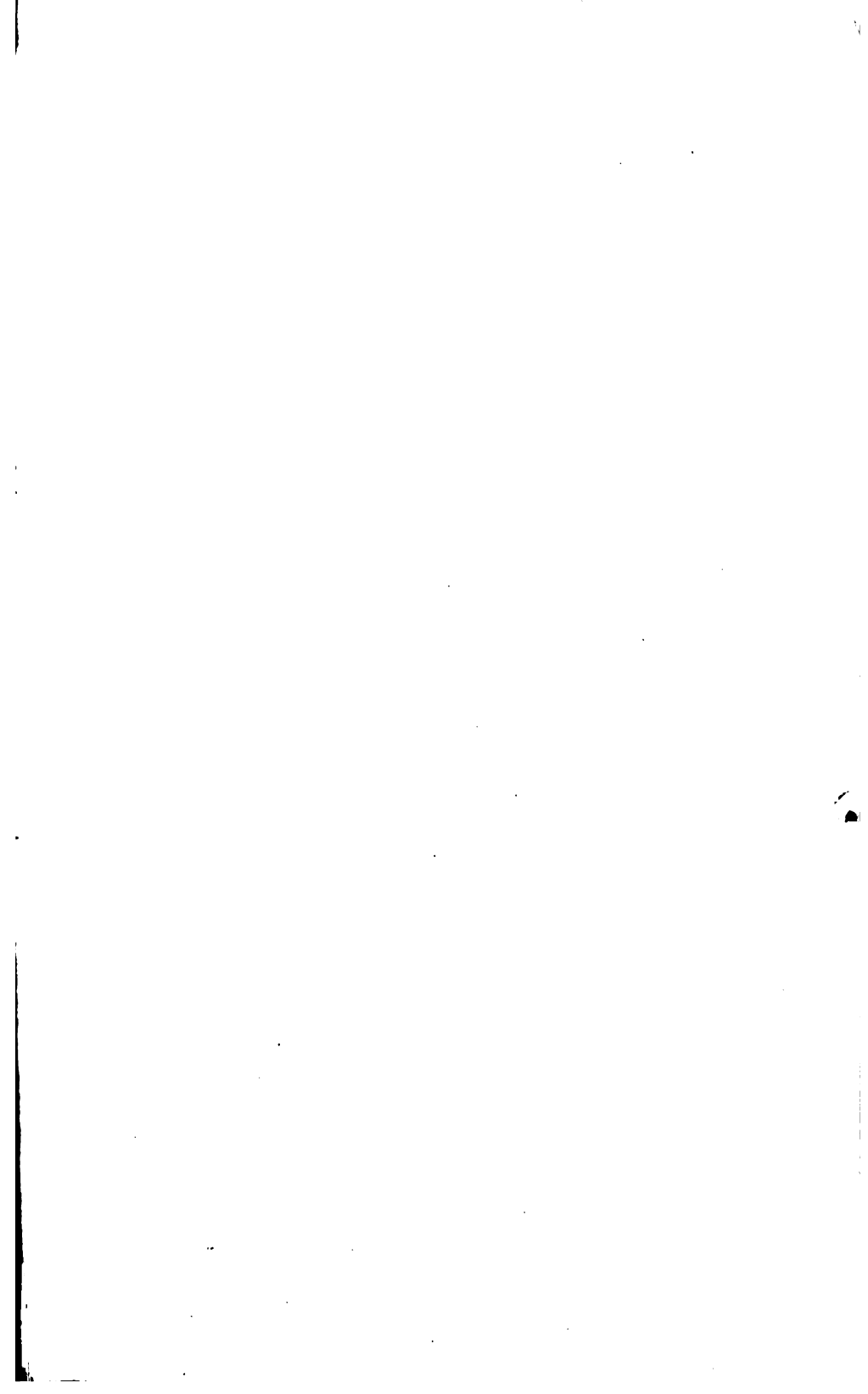


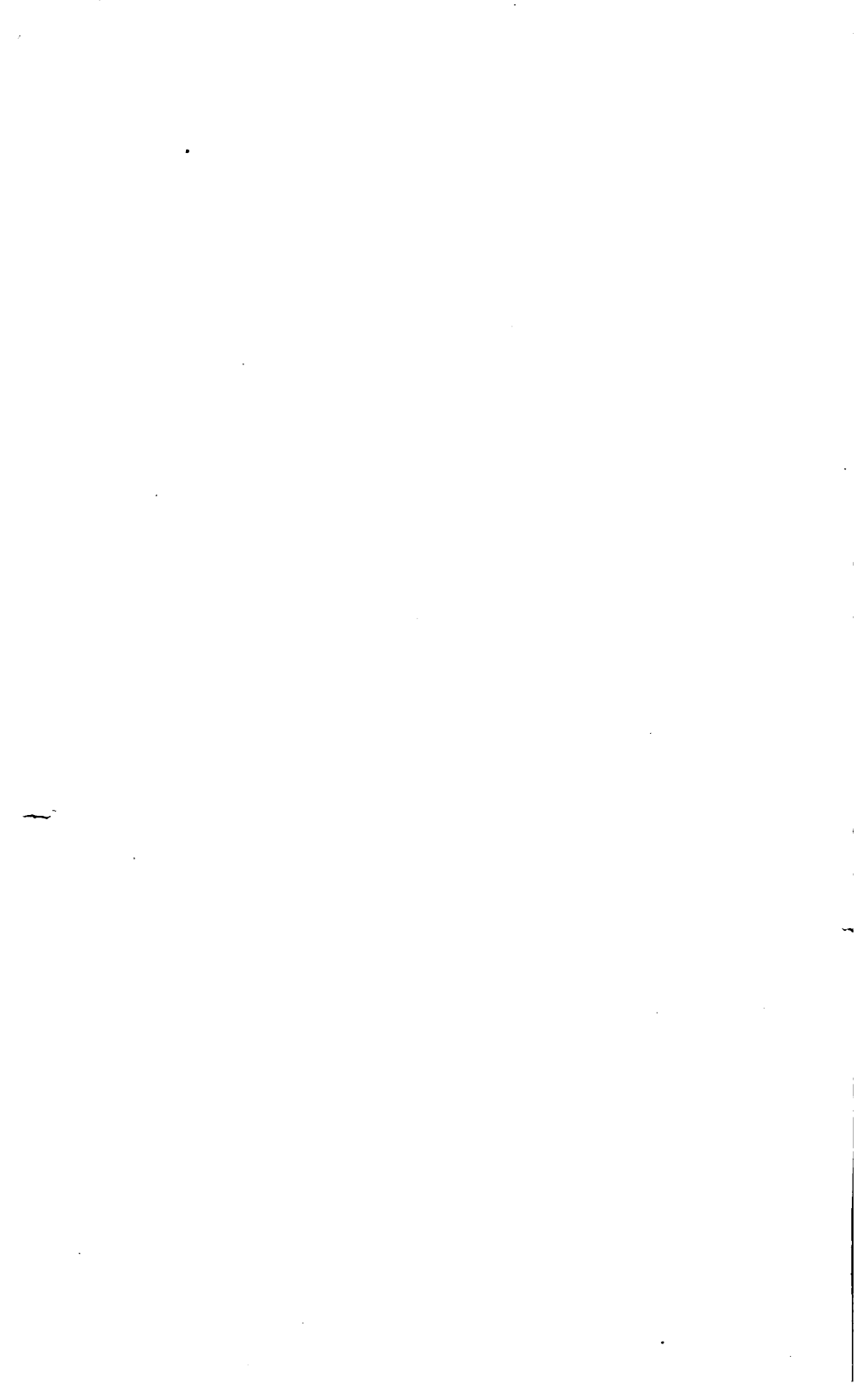
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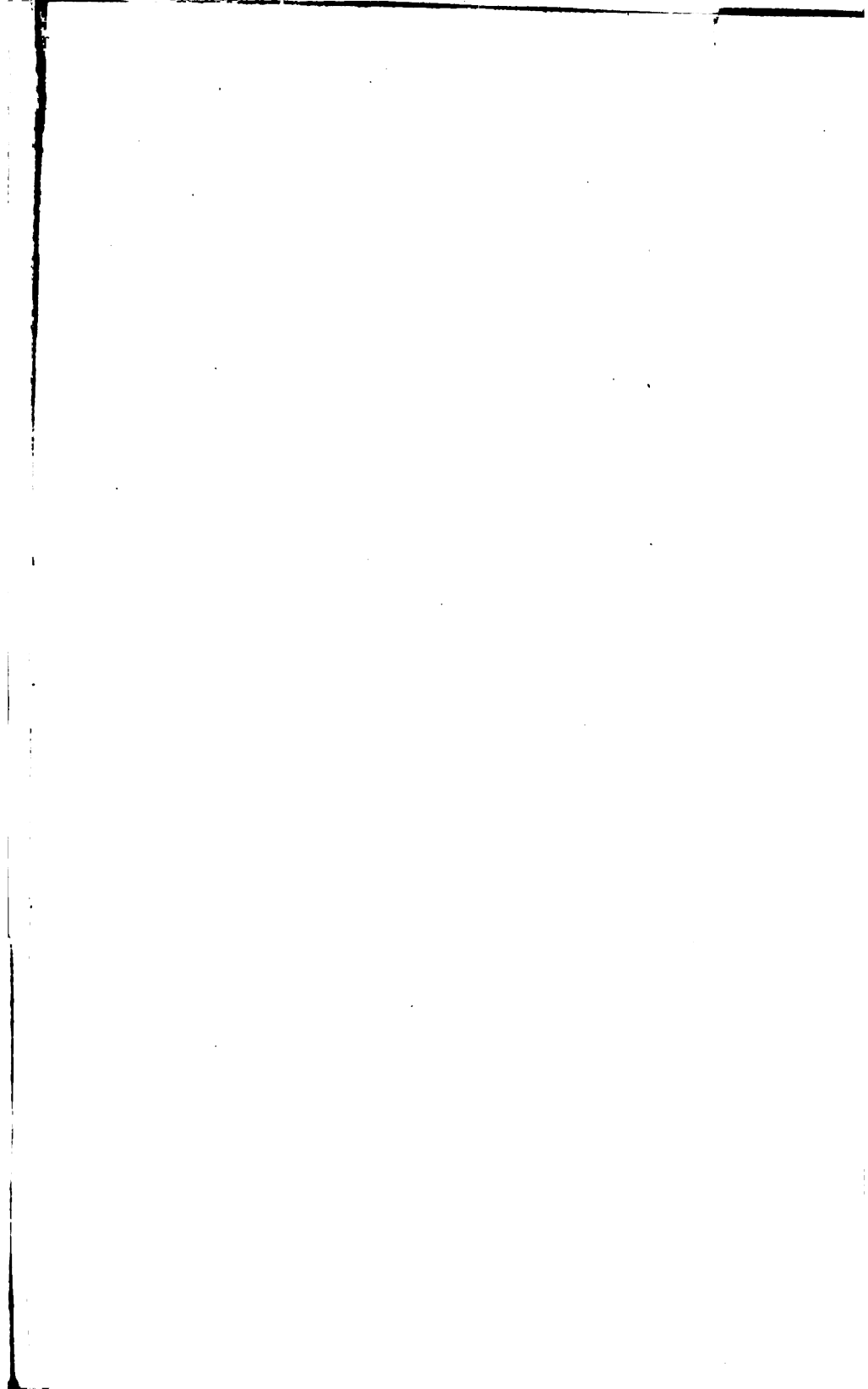
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HEARINGS

BEFORE

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U. S. Congress.
SUBCOMMITTEE OF HOUSE COMMITTEE
ON APPROPRIATIONS,

CONSISTING OF

MESSRS. BINGHAM, LITTAUER, BRICK,
LIVINGSTON, AND BURLESON,

IN CHARGE OF

THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL
APPROPRIATION BILL FOR 1908.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.

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LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

HEARINGS CONDUCTED BY THE SUBCOMMITTEE, MESSRS. H. H. BINGHAM, L. N. LITTAUER, ABRAHAM L. BRICK, L. F. LIVINGSTON, AND ALBERT S. BURLERSON, OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1908, ON THE DAYS NAMED.

THURSDAY, *November 29, 1906.*

HOUSE OF REPRESENTATIVES.

STATEMENT OF MR. HENRY CASSON, SERGEANT-AT-ARMS.

MR. LITTAUER. You appear here, Mr. Sergeant-at-Arms, in behalf of your force?

MR. CASSON. Yes, sir.

MR. LITTAUER. What part of your force do you desire something for?

CAPITOL POLICE.

MR. CASSON. The only suggestion I have to make is that those two special officers, detectives, ought to have a little more money than they get. They get the same as the Capitol policemen. They are Capitol policemen detailed for that purpose. They have some expenses of their own that they pay out of their own pockets, and they have done excellent work and have recovered lots of stolen property.

MR. LITTAUER. How many have you on this branch of the force?

MR. CASSON. Two.

MR. LITTAUER. Each of the privates on the police force now receives \$1,050?

MR. CASSON. Yes, sir.

MR. LITTAUER. And you have found that the service demands that these detectives should be in civilian clothes?

MR. CASSON. Yes, sir; all the time.

MR. LITTAUER. And the result of that action is satisfactory to you?

MR. CASSON. Very satisfactory, and they recover nearly all the stolen property about which complaints are made. They recovered things from one of Mr. Burleson's constituents—that Mr. Cuney, who was here.

Mr. BURLESON. He is no constituent of mine. He is one of the leading colored Republicans in south Texas. You do not mean to say you caught him stealing?

Mr. CASSON. Yes.

Mr. LITTAUER. You think these men should receive extra compensation?

Mr. CASSON. Yes. They have expenses coming out of their own pocket, and they get only the pay of policemen.

Mr. LITTAUER. Do they do more efficient work?

Mr. CASSON. Yes, sir. They are on the go all the time.

Mr. LITTAUER. What do you think they ought to be paid?

Mr. CASSON. I think \$1,200 a year would do.

Mr. TAWNEY. Don't you think \$100 would cover their entire expenses?

Mr. CASSON. I doubt it. One of those men—Mr. Weber—has a reward out now of \$5 with the Metropolitan police in the list which they get out. He has to get in touch with them.

Mr. LITTAUER. Do they pay that out of their own pockets?

Mr. CASSON. Yes. They are doing that constantly. We did that in the fraudulent coal contract. The coal man is indicted now, is he not?

Mr. BROWNING. Yes, sir.

Mr. LITTAUER. These expenses are incurred in the performance of their duties?

Mr. BROWNING. So far as I can state, that was the only time he has done anything for us; but at several times little things have disappeared and he has found them, but he has never presented a bill. That work, however, is only a small portion of what these men do.

Mr. CASSON. There is no authority to pay bills.

Mr. LITTAUER. Is there any objection to having these men about here in plain clothes?

Mr. CASSON. There was some years ago. But at that time they had a couple of men on who were annoying Members. These men that are now on this duty are protecting Members. To illustrate, there was a fellow around here kiting checks a couple of years ago. Judge Goulden, of New York, was one of their victims.

Mr. BURLESON. How would those other men annoy Members?

Mr. CASSON. That was several years ago. When they saw a Member whispering to a lady, or conversing with a lady in the hall or in a corridor, they would go around and talk about it. Those are not the two men who are on now.

Mr. BURLESON. That is dangerous. [Laughter.]

Mr. CASSON. And they did not get substantial results then. But the two men we have now have done good work.

Mr. LITTAUER. You ask this increase because you feel they are entitled to it for superior work?

Mr. CASSON. I do.

Mr. TAWNEY. How do you want them designated? As special policemen?

Mr. CASSON. Special officers in lieu of two privates.

Mr. BURLESON. Have you any unnecessary or superfluous employees under your control that you could dispense with?

Mr. CASSON. No, sir.

Mr. TAWNEY. Would you call these "special privates?"

Mr. CASSON. No; let them be called "special officers."

Mr. LITTAUER. We are now providing for the year beginning on the 1st of July, 1907, and ending June 30, 1908. Have you made any estimates at all in connection with the new building—the House office building?

Mr. CASSON. No, sir.

Mr. LITTAUER. Have any estimates come in, Mr. Courts?

Mr. COURTS. No.

STATEMENT OF MR. WILLIAM J. BROWNING, CHIEF CLERK.

MESSENGER IN CHIEF CLERK'S AND DISBURSING OFFICES.

Mr. LITTAUER. Mr. Browning, you have asked for an increase in the compensation of one assistant or messenger in the clerk's office and disbursing office—an increase from \$1,400 to \$1,600.

Mr. BROWNING. In the disbursing office the assistant is a very important man, and takes charge when the disbursing officer or his chief assistant is away. He was there a great deal of this summer. I think it was equalized when that was done.

Mr. LITTAUER. What other items did you want to bring to our attention?

Mr. BROWNING. Mr. Courts was speaking to me of the appropriation for stationery.

Mr. COURTS. Don't you want to ask Mr. Browning about the index clerks?

INDEX CLERKS.

Mr. LITTAUER. Yes; the index clerks on the Digest of Private Claims.

Mr. BROWNING. I do not know just what shape their work is in, but I know that it is supposed to end this year.

Mr. BURLESON. Who directs those men?

Mr. LITTAUER. The Clerk of the House.

Mr. BURLESON. Who sees to it that they are doing a certain amount of work?

Mr. BROWNING. Just before Congress adjourned in the past summer one of those clerks received word that his wife was taken very sick. He lived in Kansas. I was in New York all summer, and I have not seen him since. When he went away he said he would take his work with him and do it at home.

Mr. BURLESON. Who put that estimate in there?

Mr. BROWNING. Mr. Hoyt, the disbursing officer; Mr. Charles S. Hoyt.

Mr. BURLESON. That item was carried in the bill to complete this digest specifically, and here it comes again.

Mr. BROWNING. Was not my messenger mentioned there for an increase to put him on a par with the other messengers in the building?

MESSENGER IN CHIEF CLERK'S AND DISBURSING OFFICES (AGAIN).

Mr. LITTAUER. Yes; "Messenger in chief clerk's office and disbursing office, \$1,200."

Mr. BURLESON. That is pretty high compensation for a messenger.

Mr. BROWNING. That is what you pay all the other messengers,

and this man does twice as much work as many of them do, and the others clear out when Congress adjourns, whereas this man is here every day and Sundays. There is a difference in messengers. I do not think it is high compensation for messengers who do the work and are here to do it.

Mr. TAWNEY. You know, Mr. Burleson, what they did to us on the floor last year when we tried to cut this down. They ran over us.

FUEL AND OIL.

Mr. LITTAUER. You ask for an increased appropriation for fuel and oil?

Mr. BROWNING. We have to get \$7,000 additional every year, and it would be foolishness to come to the committee about it.

FURNITURE.

Mr. LITTAUER. Are you able to spend your appropriation for furniture?

Mr. BROWNING. I will not need it after the next session of Congress. By that time I will have nearly all the rooms furnished except the terrace.

Mr. BINGHAM. Have you completed the committee rooms?

Mr. BROWNING. Nearly. When we came to advertise for a lead roof for the terrace we could not get it. The other day there was a flood down in General Grosvenor's room. I have most of the rooms finished except in the subterrace; except Mr. Mann's and Mr. Sherman's rooms. After this year it will not be necessary, because most of the rooms are refurnished.

Mr. LITTAUER. You ask for an increase in your items from \$50,000 to \$70,000.

Mr. BROWNING. You have a record of what I had last year. It is about the same all the time. You give the Senate \$100,000, and I do not see why they should get more than we do.

Mr. BURLESON. If you increase yours to \$100,000 you would have to increase theirs to \$150,000.

STATIONERY.

Mr. LITTAUER. Kindly explain the increased estimate for stationery.

Mr. BROWNING. Yes, sir; the principal reason is that we can not pay the bills. The reason for that is that some of the stock accumulates at times and becomes unsalable. If we could turn our stock over right after we get it, we would not have a deficiency. On some occasions we have had to send some stuff down to auction, and that is worth only what it brings. There is always, too, a considerable amount on the books of the stationery room.

Mr. LITTAUER. That is because Members fail to pay promptly the balances due?

Mr. BROWNING. On the 4th of March new Members frequently come here, but their stationery is not due until the Congress convenes. They will order stationery from the stationery room and pay for it later. We do not lose anything on it, but it causes a delay in payment.

Mr. LITTAUER. How does the Senate handle their end of it?

Mr. BROWNING. I presume it is the same way.

Mr. BURLESON. How many men have you down there in that stationery room?

Mr. BROWNING. Three, outside of the stationery clerk; Mr. Fleharty, Mr. Gibson, and Mr. McRae, besides Mr. Morrison, the stationery clerk.

Mr. BURLESON. Don't you think you ought to have more room there, so that Members could look around and not be in the way of the employees? There is just a handful of goods down there, is there not, Mr. Browning?

Mr. BROWNING. Oh, there is quite a stock of goods.

Mr. BURLESON. Do you think it is necessary to have four clerks to handle that little collection of pens, pencils, and scratch pads down there?

Mr. BROWNING. From now until Christmas they will be kept very busy.

Mr. BURLESON. Have you any other unnecessary employees under your control?

Mr. BROWNING. No, sir; I have not. I am sure of that.

POSTAGE.

Mr. LITTAUER. The Postmaster and Clerk of the House and Sergeant-at-Arms and Doorkeeper have no franking privilege, have they?

Mr. COURTS. The Clerk of the House has the franking privilege for documents; not for correspondence.

Mr. BROWNING. I wish you would give him one for letters. I guess I get almost as many official letters as a Congressman. The Clerk furnishes the stamps. Of course you furnish the postage, but I think it is nonsense.

TUESDAY, November 27, 1906.

GOVERNMENT PRINTING OFFICE.

STATEMENT OF MR. CHARLES A. STILLINGS, PUBLIC PRINTER, ACCOMPANIED BY MR. CHARLES E. YOUNG, FOREMAN OF PRINT- ING, AND MR. C. M. ROBINSON, FOREMAN OF PROOF DIVISION.

Mr. BINGHAM. I think, Mr. Stillings, your better plan would be to go first into a general explanation as to your proposed changes. There is nothing here but a general skeleton of the work you propose to do. Your item begins on page 41 of the bill.

Mr. STILLINGS. You would like to have me explain this fully?

OFFICE OF PUBLIC PRINTER.

Mr. LIVINGSTON. Yes. Why do you want that whole first paragraph stricken out?

Mr. LITTAUER. That is all in conformity with our order of last year.

Mr. COURTS. That is all to be replaced by the matter in italics.

Mr. LITTAUER. It seems to me, Mr. Stillings, that the better way would be to explain what you have done in conformity with the mandate of last year's legislative bill, in which you are directed to submit to Congress an estimate of all the clerks in your department there. The submission we find in the bill is the result of that requisition, is it?

Mr. STILLINGS. That is right.

Mr. LITTAUER. Now, I should like to have you explain whether this is a rearrangement of the old arrangement with reference to the salaries specified, or whether there are any new bureaus or departments contained within these estimates as they are given.

REDUCTIONS.

Mr. STILLINGS. The changes here contemplate some future reductions. Some reductions have been made already.

Mr. LITTAUER. Reductions in salary or force?

Mr. STILLINGS. In force, and in some cases reductions in salaries. There has been an abolition made of one clerical division, called the record clerks' division, the clerks in that division having been assigned to other clerical divisions.

OFFICE OF SUPERINTENDENT OF DOCUMENTS.

The office of the superintendent of documents has been enlarged somewhat over last year, for the reason that the business, amounting to almost \$17,000 per annum in sales to the public has increased to such an extent that to-day the sales will run nearly \$40,000 per annum if the present pace keeps up.

Mr. LITTAUER. Have you a new head to that bureau?

Mr. STILLINGS. Yes, sir; an active, able man. With those exceptions I have adhered to the present organization, with the knowledge that further developments of the cost and audit system, which is nearly ready to be installed (about December 15), will enable me in another year to give you an accurate statement of just what is needed for the coming years.

Mr. LITTAUER. Also it will determine the exact cost of each part of work in the printing office?

Mr. STILLINGS. Yes, sir. A year from to-day the Public Printer can give you reliable data regarding the cost of any piece of work that has been handled in the office from the 15th of December onward. I was the last man in with my estimates to the Treasury because of my desire to get this legislative roll in as good shape as I could in order to be fair to the office.

Mr. LITTAUER. We are principally concerned with the organization of your executive force there. This is the first time that executive force has been before us in detail, so that we would be glad now if you would confine your remarks at first to that part of the subject.

OFFICE OF PUBLIC PRINTER (AGAIN).

Mr. STILLINGS. The Public Printer was already on the legislative roll.

Mr. BURLESON. Was he on the legislative roll at \$4,500?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. You carry it exactly as it was?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. I do not suppose you would object to an increase of \$500.

Mr. STILLINGS. No, sir.

Mr. BINGHAM. I would like to have this clearly in my mind at the start, so that I can follow you right through in your statement. You are following the instructions of the present law, passed last year?

Mr. STILLINGS. Yes, sir; as I understand it.

Mr. BINGHAM. In your paragraphs you increase your estimates from \$15,600 to \$148,970. What I want to reach is, in your proposed changes and reorganization how much of the actual increase from \$15,600 to \$148,790 is caused by an increase in the contemplated number of your force beyond those who are already on your force? I want to get an idea, or some knowledge, of how much you really increase, as against the number of men you are now allowed for this same body of subordinate force.

Mr. STILLINGS. I am decreasing, not increasing; I am transferring the difference of the appropriation allowed in the sundry civil bill for printing and binding. I have taken it out of the sundry civil bill and placed it in the legislative bill.

Mr. BINGHAM. I want to find out how much of this item is really an increase.

Mr. STILLINGS. It is a rearrangement of the expenditure of the money at my disposal. I have not increased the amount; I have decreased it by, approximately, \$13,000.

Mr. BINGHAM. In other words, your result is a decrease instead of an increase?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Will you tell us where that comes in?

OFFICE OF THE CHIEF CLERK.

Mr. STILLINGS. The expenditures of the chief clerk's division for salaries at the period of November, 1905, were \$75,104.08 per annum. That was the rate of expenditure. This legislative bill here asks for \$59,800, a decrease of \$15,304.08 in the clerical division; there is an increase in the office of the Public Printer of \$1,711, showing a net decrease of \$13,593.08.

Mr. BURLESON. That is arrived at by dispensing with superfluous and unnecessary employees in the department?

Mr. STILLINGS. Yes, sir; and by readjusting the work so that the same men are doing more intelligent and better work.

Mr. BURLESON. You are trying to do that all through the office?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. And is that the occasion for the apparent dissatisfaction and disturbance that we hear about as existing in the Government Printing Office?

Mr. STILLINGS. Yes, sir; I suppose it is; that same policy, wherever it affects wages and fixes the rate of wages; it goes without saying that any bureau chief who does his duty, stands right up and does what he believes to be right, is bound to draw the vials of wrath down upon his head from some quarters.

Mr. BRICK. Have you got in mind just about how much of a reduced force this reorganization has effected altogether?

Mr. STILLINGS. In the clerical department?

Mr. BRICK. Yes.

Mr. STILLINGS. I should say it has made a reduction of eight to ten people at an average of about \$1,600 a year, or something like that. Some of them were getting \$1,300; on the average ten clerks would cover it.

Mr. BURLESON. I understood, Mr. Stillings, that you are trying to carry this same policy through the entire force in your office?

Mr. STILLINGS. Yes, sir; it is a policy of consolidation.

Mr. BINGHAM. If you do that, about what percentage of reduction of the force will you make? Without reference to the money paid, about what percentage of reduction will you make?

NUMBER OF EMPLOYEES.

Mr. STILLINGS. I will have to go back a little and tell you what I have done. When I came there I found approximately 4,339 people regularly on the roll and 89 temporaries called in for a session of Congress. The number to-day is 4,038 regulars and 78 temporaries. Most of the temporaries were called in to help the superintendent of documents get his work in shape and up to date. The total regular force has been reduced by nearly 300 people. I believe a further readjustment will, within a few months, bring the force to a normal point.

Mr. BURLESON. And then you would have it established upon about the same basis as that upon which a private concern outside would operate a plant, as if it was being conducted as a private plant?

Mr. STILLINGS. Yes, sir; as nearly as the conditions and exigencies of public printing and binding will permit. All printers agree that the printing business is either "a feast or a famine." Here, for example, are a number of foremen, and here are orders for printing constantly coming in. Unless a foreman knows what portion of those orders received will come to his division he can not tell how to plan his work and operate his force intelligently. You may say, "Why carry this great force?" He will reply, "I can not tell when we may be caught on 'rush' work." It is not safe to lay men off to-day or to-morrow without knowing what the conditions of the work will be.

The whole substance of this audit system is that, outside of keeping an accurate account of what the men produce, the audit system goes further, with every detail of manufacture, from the receipt of an order to the delivery of the product. I am so arranging it that foremen will be foremen in fact hereafter, with a foreknowledge of the work which is to be assigned to them, so that we will not carry men on our roll waiting for possible work that don't materialize, and so we can prevent "furloughs" or laying men off; it is unfair to the employees, if continued for any length of time—and I propose to reduce that phase of the situation to the minimum.

Mr. BRICK. Does this reduction of force reduce the amount of work, too?

Mr. STILLINGS. In a measure, yes; the average cost of production per capita is reduced, the discipline is better, the attention to detail is better.

Mr. BRICK. So that with your reduced force you are still able to do the same or an increased amount of work?

Mr. STILLINGS. Yes, sir; with careful management. At this time we could throw in quite a volume of document (or book) work. We are doing fully 50 per cent more job work just now than at this time last year.

Mr. LITTAUER. What do you mean by job work?

Mr. STILLINGS. Blanks, cards, envelopes, slips, etc.

Mr. LITTAUER. All the jobbing part of your work is piecework, is it not?

Mr. STILLINGS. No, sir; the typesetting and presswork, the largest items, are paid for on the hour basis.

Mr. LITTAUER. Are there many employees about the Printing Office who do not have a full day's work, who are waiting around for work?

Mr. STILLINGS. Yes, sir; at times there are, especially among the pieceworkers in the folding and binding divisions.

Mr. LITTAUER. Are those times mainly in the summer, or throughout the sessions of Congress as well?

Mr. STILLINGS. Mostly outside of the periods when Congress is in session, although they are likely to go through the sessions of Congress owing to peculiar conditions incident to the printing and binding industry, which are hard to overcome. We can overcome them eventually in a degree. If our customers—the Departments—could know that there were gaps in the work at the office, in that there are likely to be "dry spells"—that is, if we would say to them, "If you have any work let us have it now, because we have men waiting for it," much of the lost time that comes at various uncertain periods could be prevented, and, I believe, quite a little overtime work could also be avoided.

Mr. LITTAUER. Is that overtime work paid for at an extra rate?

Mr. STILLINGS. Yes, sir. We pay 20 per cent extra. Commercial houses pay 50 per cent extra. We have an advantage in that respect.

Mr. BURLESON. Does it offset the sick leave?

Mr. STILLINGS. We have no sick leave. We have twenty-six working days annual leave, but no sick leave. If an employee is excused for half a day, or is away for a day or two, that time is charged up against the leave. When his leave is exhausted from any cause then his time is docked.

Mr. BURLESON. You dock them only for a day or two, but not for an hour or half an hour that may be lost?

Mr. STILLINGS. If a man comes in late—ten minutes late—in the morning we dock him for a half hour; if he is absent or excused for any period it is properly recorded, charged against his leave, or he is docked, as the case may be.

Mr. BURLESON. How do you check them? How do you know whether they are behind time or not?

Mr. STILLINGS. Employees can not enter the buildings after 8 o'clock in the morning without passing by the captain or lieutenant of the watch. Before I came there they were coming in, quite a number (possibly 200) of them, late in the morning. I issued an order that no employee should be allowed to enter the place after 8 o'clock in the morning or 12.30 o'clock in the afternoon except by passing through the front entrance and getting a "late slip" from the captain or lieutenant of the watch, as the case may be. When I first took this action

there was a perfect storm of protest. Those people who were chronic late arrivals have made other arrangements, and now it is a case of "step lively," the cars arrive there on time, and the people arrive there on time also. Yesterday there were 25 persons late in all.

Mr. BURLESON. And when you took charge you say there were 200 of them?

Mr. STILLINGS. Yes, sir; they could be seen coming to work between 8 and 9 o'clock in the morning; not clerks, but per diem employees.

TIME-RECORDING CLOCKS.

Mr. BURLESON. Have not manufacturing plants a mechanical device by which they can determine when a man comes in?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. Would it not be a wise thing to introduce that system in the Government Printing Office?

Mr. LIVINGSTON. Congress will not permit it.

Mr. STILLINGS. When I first came here I knew that years ago there had been an unsuccessful experience with time clocks at the Treasury, and that by some roundabout method the clocks installed there had been put out of commission. I think that was on account of faulty installation. Government employees have a natural repugnance to being kept on the level of a factory employee. I have been through that business and have put in time clocks, and I had to study how to use them without getting the ill will of the force. You know if the men are against a proposition, although you can drive them, they can still beat the game if they want to. I wrote to the Comptroller of the Treasury and asked him whether there was any law against the office using time clocks. He said "no." His decision was published, as usual, and went all over the country; the general feeling was that it was a good move in the right direction.

Mr. BURLESON. Is it not in the interest of the employees?

Mr. STILLINGS. I think it is. We are paying our people every two weeks—that is, our paymaster has four busy days and the rest of the week he has time on his hands. He is a hustler and wants to take on more work. Our pay roll runs up to about \$10,000 a day on the average. We are always at least one week (\$60,000) behind time. The employees might just as well have their money promptly and get it into circulation.

I put the time-clock proposition up to the boys in this way: I called the twelve principal officers, those with whom I have my direct dealings, and we thrashed this matter out one night for several hours. These officers were with me, and said they were perfectly willing to register on the machines themselves. I am perfectly willing to register on the machine myself. I take that attitude, because I know that in a Government establishment you have got to handle things a little differently from in a commercial plant. Under the law I could have put those clocks in and said: "That order goes." But I felt it was good judgment to find out what the employees wanted.

After agreeing upon that subject with my officers we called in all the subordinate officers; we put a time clock on exhibition and set it to work and asked these officers to find out the consensus of opinion

among these employees. I have yet to hold another meeting to ascertain the result. We are using a time clock in the stable—have been for several months. A time clock had been in the electrical division before I came there and is still in operation. Time clocks will also be installed in the engine room, machine shop, and carpenter shop very shortly.

Now we come down to the purely manufacturing divisions—printing, binding, electrotyping, and such work. In one other department, the supply division, we can put them in, so that it will finally come down to the four departments which are particularly representative of the printing and binding industry. The principal objection some of our employees have is this: They want to leave the office in a hurry at quitting time. Some of them come out like a flock of wolves. You could not hold them with an ox chain. They crowd over the women, and it is very difficult at present to be sure that they come out in an orderly way. If employees do not like the time clock, they will do the lock step; then there is trouble, and that breeds bad blood. You have got your men there, but you have got a spirit of unrest that is very unhealthy.

Many of the divisions have reported to me that the employees of those divisions are in favor of the time clock. Others are not in favor of them, the principal objection being that they can not leave quickly enough at quitting time.

Mr. LITTAUER. How many can get out on the clock? In the establishment in which I am interested 150 men get out in five minutes. I am putting it strong. That is the way we handle it there.

Mr. STILLINGS. Five minutes is ample time.

Mr. BURLESON. If you had time clocks, would it not prevent one of those heads of divisions doing an act of injustice to his subordinates?

Mr. STILLINGS. Certainly.

Mr. BURLESON. Would it not be an additional protection to the subordinates against the tyrannical conduct of one of those division chiefs? That is the reason why I think it ought to be put in.

Mr. STILLINGS. That is right.

Mr. LIVINGSTON. Now, it is claimed each one has to start earlier by five to ten minutes every morning and loses from five to ten minutes every night in getting out. How about that? That is what has been represented.

Mr. STILLINGS. Some of the employees claim that.

Mr. LIVINGSTON. They tested that at the Treasury some years ago.

Mr. LITTAUER. We have time clocks in our factory, and 150 persons can register inside of three minutes; and in entering in the morning it never delays one more than one quarter of a minute.

Mr. STILLINGS. Our employees commence coming in from half-past 7 in the morning until 8 o'clock, when the whistle blows.

Mr. BINGHAM. What is the sum total of your entire force?

Mr. STILLINGS. 4,038 regulars and 78 temporaries. That would bring it up to 4,116 in all.

Mr. BINGHAM. How many clocks have you now?

Mr. STILLINGS. Two installed, one each in the stable and electrical divisions.

Mr. LITTAUER. But you are now about to install them over all the hands?

Mr. STILLINGS. Yes, sir; I can put them in if it is deemed advisable.

Mr. LITTAUER. Do the employees object to it?

Mr. STILLINGS. Some of them do, because they do not understand. They think they will be delayed in getting in and out. It is my intention to have it explained personally to the boys. I will say to them, "Boys, help me, and make it possible to keep an accurate time record without increasing the time-keeping force, and I will see that you are paid once a week." That is an absolutely fair proposition all around. We could try the system that prevails in outside plants, the tag system, or red card check to-day, and the blue one tomorrow; but here is the trouble: In order to avoid breaking the eight-hour law our day force goes on at 8 o'clock in the morning and quits at 4.30 o'clock in the afternoon, and the night force goes on at 7 o'clock in the evening and quits at 3.30 in the morning. That leaves a gap, you see, from 4.30 in the afternoon to 7 o'clock in the evening, when no force is on duty. It also leaves a gap during the lunch period.

By bringing a force in there an hour and a half later in the morning that force will be there at 6 o'clock. A bunch of copy may come to the office late in the afternoon, which may be wanted in a hurry; if you attempt to get it out by using the force which quits at 4.30 o'clock, you break the eight-hour law. Compositors can not as a general thing quit a job right in the middle and have other compositors take up the rest of it. If we put on a force at 8 o'clock in the morning, and it quits before 6 o'clock in the afternoon, that makes the time-keeping a little more complicated. Along comes some pressmen at 9 o'clock, and at 11 o'clock along comes another bunch of people, and in that way it goes all through day and night. It is a pretty tough problem for the time-keeping room.

Mr. LITTAUER. Would you dispense with that if you had the time clocks?

Mr. STILLINGS. We should secure an accurate record of each employee's time, made by that employee; it is not a particularly pleasing job to put all the responsibility on the time-keeper as at present. As a whole our timekeepers are a remarkably reliable set of men.

Mr. BURLESON. They are liable to do injustice to their subordinates sometimes, and time clocks will absolutely guard against that?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You say that after the time limit is passed your employees must go through a different door?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You register those who are late and distinguish them from those who are not?

Mr. STILLINGS. Yes, sir. It is embarrassing for employees to be late. They have to make out a "late slip," and it is shown to me the next morning; all I have to do in order to ascertain how many times an employee has been late is to look up the "late slips" in that person's folder.

Mr. BINGHAM. What is the system of penalties?

Mr. STILLINGS. We have none, except suspension or dismissal. I have gone on this principle, that if a man is a first-rate man we would be patient with him, even if he got unreliable because of intoxicants now and then.

We have some men with whom patient treatment has worked all right for a time, but sooner or later the majority of them would fall down. I started in with short suspensions at first. That was all right, but when it came to thirty days' suspension they did not like it. That cured some cases. When they get in the "habitual" class we send the doctor after them. They may claim that they are very sick, that they have liver trouble or indigestion, but we send the doctor after them. He gets a line on them and finds out in many cases that alcoholism is the cause.

I have been at the office long enough now for the employees to know what kind of a man they are dealing with. Therefore, a man who deliberately goes on the rocks and bothers my officers and myself is given a suspension of thirty or sixty days. That means a penalty in loss of wages, and he feels it. If I discharge employees for cause they can not be reinstated. Sometimes we say, "If this happens again you will be requested to resign." If a man is not a vicious man, but merely a weak man, a resignation allows him to be reinstated within a year.

ALLEGED DISSATISFACTION AND COMPLAINTS.

Mr. LITTAUER. You have been Public Printer for a year and have inaugurated a great many radical changes in the procedure of the work and the handling of the employees. We get in the press every now and then some voluntary stories of injustice and complaints, and it is alleged that there is general dissatisfaction among your employees; that they are organizing to do this and that, etc. From your own observation what is the state of the Government employees in the Government Printing Office? Are they a willing lot of employees, contented with the way in which the work is going on, or is there a general undercurrent of dissatisfaction underneath?

Mr. STILLINGS. With the exception of but a small percentage, I am quite sure that the force is satisfied and contented. I have many letters on file from employees that have come to me unsolicited stating that no hardship has been put upon the writers who are employed in the establishment, but that on the contrary many of the hardships that they formerly suffered from, such as others interfering with them and annoying them, have been stopped. That is demonstrated by the fact that when rush work comes in our people never fail to get it out on time.

Mr. LITTAUER. You do not feel at all that in handling the men down there and the work there is really this dissatisfaction that we hear of?

Mr. STILLINGS. Except from a small percentage of the men who have profited by past conditions and have failed to profit by the present conditions. That is to say, heretofore things were made easy for them, and now they are being lined up.

Mr. BINGHAM. What percentage do you mean?

Mr. STILLINGS. About 5 per cent, I should say.

Mr. LIVINGSTON. Has that small percentage got any backing outside, do you know?

Mr. STILLINGS. I believe they have.

Mr. LITTAUER. What do you mean by backing?

Mr. LIVINGSTON. An organized backing outside.

Mr. STILLINGS. There are certain rendezvous for the disgruntled element, some of whom have been dismissed by me.

Mr. BURLESON. Do they attempt to disorganize your force?

Mr. STILLINGS. Yes, sir; sometimes they intimate, by one way or another, that it is well to go slow on such and such a man. A certain employee who admits that he was a bookmaker was going around and betting 20 to 1 that I would not last——

Mr. TAWNEY. A bookmaker in the Printing Office would be one thing, whereas bookmaking on a race course is another thing?

Mr. STILLINGS. This bookmaker in the Printing Office was a racing man. I had information that he had been doing that sort of thing for some years; he got disgruntled with me because I refused to take up some charges against one of my officers because I found there was no positive foundation in them. He appealed to me as the champion of the square deal, and I said "It is not justice you want, you want revenge." Then he spread the word broadcast that "the Public Printer was absolutely without character or any other desirable attribute."

Mr. BURLESON. Who did he say was without character?

Mr. STILLINGS. He said I was; that I was unprincipled and without honor; could not tell the truth; was without character, and other pleasing remarks of a similar nature. I bore with that sort of thing until it got to the point where something had to be done. I was ill in bed at the time; after careful reflection, I consulted with some leading Grand Army men in Washington, saying, "This man, who wears the Grand Army button, is talking himself out of a good job." The people with whom I consulted said, "Do not let the fact that he is a Grand Army man interfere a minute," and I dismissed him.

Mr. BURLESON. Is he the only one?

Mr. STILLINGS. No, sir; there are several.

Mr. BURLESON. I see in the newspapers the names of persons used who pretend to be connected with the Government Printing Office.

Mr. STILLINGS. I saw a notice in the paper the other day said to be made by an employee of the office by the name of Jorgeson, or something like that, to the effect that \$75,000 was being expended in the inspection division, and that the office was in bad shape. We never had a man by that name on the rolls that we could find, after careful search. It was also stated that a man in business near the Printing Office by the name of Rover had remarked that the employees were not spending money, but were saving it, owing to the official action of the Public Printer and the uncertainty of their jobs. I was surprised, the next morning after this item appeared in the paper, to receive a letter from Mr. Rover saying that the statement appearing in the paper attributed to him was absolutely untrue.

Mr. LIVINGSTON. You noticed the editorial, I suppose, in the Washington Herald the other day? Tell us how much truth there was in the editorial.

Mr. STILLINGS. There has been so much stuff which has been published in that paper that I called up the editor——

Mr. BURLESON. You mean Mr. Bone?

Mr. STILLINGS. Yes. I am informed that he is a splendid fellow.

Mr. BURLESON. Yes; he is a splendid fellow.

Mr. STILLINGS. I gave him enough facts to show him that he was on the wrong lead. I said, "Your paper, as a high-class paper can not afford to publish this class of stuff. You have stated several things here that are positively untrue. Perhaps some other papers will be glad to have the facts and thereby gain an advantage. So far as I am concerned, I do not care how much I am abused personally, but I do not like to have the employees disturbed without just cause. In fact, it tends toward interfering with the performance of their official duties. That is wrong."

Perhaps one trouble is that I am too outspoken.

Probably Mr. Bone may have felt something of that kind. He has not sent down any commission to examine the real conditions in the office, nor has he visited the office himself, although I invited him to do so. His two reporters, whom I have had shown through the place with guides, were welcome, had they so desired, to question the employees freely and ascertain for themselves the true conditions.

Mr. BURLESON. What is the ground of their grievance, and why should the publication be made?

Mr. STILLINGS. Simply because several of the disgruntled element are working together, I believe. Their interests are mutual.

Mr. BURLESON. They are not connected with the office?

Mr. STILLINGS. No, sir; they are not connected with the office, but some people in the office run up against them, and they are supposed to be sympathizers.

Mr. BURLESON. Do you know who they are?

Mr. STILLINGS. No, sir; I do not spy upon them. They do not have to like me in order to be employees of the Government Printing Office, but they must obey orders and do their work.

CONDITIONS IN THE BINDERY.

Mr. LITTAUER. Have any officials of organizations taken up this matter of the disgruntled men?

Mr. STILLINGS. Mr. James L. Feeney, of the Bookbinders' Union, has been outspoken in condemnation of my policy generally.

Mr. LITTAUER. I take it for granted that most of your men are members of the unions?

Mr. STILLINGS. I presume so; some of them have been expelled from unions, but who they are I do not know.

Mr. LITTAUER. Has there been any influence exerted by the unions outside as to the work given to the employees by the Government, or a condemnation of the work or of the character of the work?

Mr. STILLINGS. I am forced to believe so—particularly with the bookbinders' unions; yes, sir.

Mr. BURLESON. Let me understand what is meant by that. I am not a manufacturer, and do not understand it as thoroughly as Mr. Littauer does.

Mr. STILLINGS. I can explain it better with a copy of a book [exhibiting a volume, bound]. That is about the size of a volume of Members' reserve—documents allotted to each Member of Congress. Those are bound at the Government Printing Office, and they do a good piece of work upon them. They are well-bound books. They take plenty of time to do them.

The particular work called "forwarding" consists in rounding the backs of the books as they come from the marbler. The pages of the books are folded and gathered, and then sewed on a sewing machine. A half dozen books or more are sewed together, and a man separates the books and cuts the strings. Then they are trimmed and marbled—that is, they are put in a tray and a combination of colors is put on and the edges are marbled. At that point comes the contention. Bookbinders claim that they should forward only 10 books a day, and they say that they work on an agreement with the Public Printer, and that they had an agreement with the foreman of binding to that effect. The former foreman of binding, with whom the agreement is claimed to have existed, is still employed in the bindery, and denies that any such agreement existed. From a consultation with the chief clerk we fail to find any evidence of such an agreement.

MR. LITTAUER. How many books constitute a day's work?

MR. STILLINGS. Ten; but some of them down there were not doing that much. All of the 10 books will not be done in the same day. A man will round out a portion of the books together and put on the head bands, linings, etc.; then he takes the backs which are stamped by machine, with the edges all pared, ready to be put on, and the corners the same way. That is all the forwarder does—to put on the backs, linings, corners, and covers. Of those books there ought to be finished not less than 20 per day at the price we charge to the Congressional allotment. That is \$1.25 per volume, and a commercial establishment on a contract would do them for possibly not over \$1 apiece. I looked over that proposition carefully, and it started up a lot of trouble. I said, "Why not do more books?" They said, "We have got to stand by the boys." I said, "Where is your allegiance?"

MR. LITTAUER. Have they representatives who come to you who are not employees of the Government?

MR. STILLINGS. Mr. Feeny came to me at times and wanted to talk things over with me, but of late I have not talked with him.

MR. LITTAUER. You mean when they say "Standing by the boys" that they——

MR. STILLINGS. That they have adopted a certain amount for a day's stint and they do not want to be interfered with.

MR. LITTAUER. How have you changed that?

MR. STILLINGS. In the first place, I insisted upon bringing all hands employed on this particular work up to ten books a day. Then I saw that the reserve would be through—it is done now—and I figured whether it would be best to bring the issue on now or later, when the new foreman of binding was appointed. I wanted to see if there was not a way to do it without undue disturbance. I think there is some justice in the claim that they are putting some work on those books that is not necessary, and that is why I have not appointed my foreman of binding yet. I want a man to go through this matter quietly and see what can be done to do away with the old conditions. We have a large majority of excellent workmen there, and I do not want to lose their services. I think they are misled, however, owing to the faulty construction of the by-laws of their organization and the bad management of their paid agents.

MR. LITTAUER. The by-laws of their organization?

MR. STILLINGS. Yes, sir; the binders' organization.

Mr. LITTAUER. Are you sure of your facts, that the same work or similar work with some parts eliminated is done at the rate of 20 books a day outside, while the Government Printing Office is doing only 10?

Mr. STILLINGS. I know the facts have been looked into carefully. The one bone of contention between the Binders' Union and the Printing Office has been the "Members' reserve."

Mr. TAWNEY. The reserve stuff?

Mr. STILLINGS. Yes; the reserve binding.

Mr. LITTAUER. How is it in the other departments?

Mr. STILLINGS. They are doing a pretty fair day's work.

Mr. LITTAUER. What does that mean? Is it a commercial day's work?

Mr. STILLINGS. In most cases, yes. In the document division, which runs all kinds of cloth work, on certain classes of cloth work they will do as much as an outside bindery. Considering the character of the work they do, their product is better than would be done in an ordinary shop by contract.

Mr. LITTAUER. Can we go away with the impression that the efficiency of the work at the Public Printing Office, outside of the binding department, is about that of ordinary commercial work, or within 10 per cent of it?

Mr. STILLINGS. Yes, sir.

MODE OF SELECTION OF FORCE.

Mr. BINGHAM. Let me ask you this question: How is your entire subordinate force selected? Is it under civil-service rules?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. How is the selection made? Is it by ratings?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. By designation, by selection from the three highest averages?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. Does the soldier have preference?

Mr. STILLINGS. I understand that in the ratings in the civil service a soldier is given the preference.

Mr. BINGHAM. He will have preference after examination, upon the consideration that he has been a soldier?

Mr. STILLINGS. I so understand.

Mr. BINGHAM. Does he not stand on the same level as the others?

Mr. STILLINGS. His military service, if honorable, gives him a preference.

Mr. BINGHAM. The moment he is selected he stands on the same level as the others, aside from consideration as a soldier?

Mr. STILLINGS. Exactly.

RATING OF WAGES AND OVERTIME.

Mr. BINGHAM. What is your rule for rating wages? How do you fix wages for your entire force—that force where you have the right to change day's pay in accordance with market rates?

Mr. STILLINGS. I regulate it as near as I can to the prevailing conditions in what we would call a Government establishment. For instance, compositors outside on an eight-hour day would get on an

average \$18 a week. The law says, practically, that compositors shall be paid not less than 40 cents and not more than 50 cents per hour, within the discretion of the Public Printer. In justice to our people here I will have to say that the rates are gradually advancing on typographers and binders in commercial plants so that the gap between commercial plants and our office is being rapidly lessened. On that as a basis I rate the grades of pay in other lines. Almost uniformly, I would say, they run 20 per cent higher than commercial plants.

Mr. BINGHAM. When you take market rates you take what cities?

Mr. STILLINGS. New York City.

Mr. BINGHAM. In the navy-yards they take the local market. When a man works overtime he is allowed an additional sum. Is that addition a percentage on what he receives, or is it a general fixed rate for the whole office? For instance, I may be receiving \$3.50 a day. I work eight hours usually. To-day I may work nine hours, and I get an allowance for that. Is that based upon well-fixed and well-determined unchangeable rate for overtime?

Mr. STILLINGS. No, sir; when a man works overtime he gets 20 per cent advance, on top of his own pay, in each individual case.

USE OF MACHINERY AND MECHANICAL DEVICES.

Mr. BURLESON. I want to ask you as to the work in the bindery, where they do only 50 per cent of what is done by men in similar work outside. Has the Government all the labor-saving machinery that they have in private concerns?

Mr. STILLINGS. Nearly all. There are some places where I think we can put in improved machinery.

Mr. BURLESON. Then in order to be fair to these men the Government ought to have these labor-saving appliances in order to enable these men to do the same work as is done outside.

Mr. STILLINGS. This work in contention is all hand work. When you say binding, it is not absolute, as you would say wood or coal, or anything of that kind.

Mr. BURLESON. So far as binding is concerned, the Government has all the labor-saving devices and machines in a private establishment doing the same work?

Mr. STILLINGS. No, sir. There are some places where we can improve now, and can begin to replace machinery that is out of date with new machinery.

Mr. BURLESON. Then in order to be fair with those men, they can not possibly do as much work as is done outside?

Mr. LITTAUER. Provided that machinery applies to the work they do.

Mr. BURLESON. Yes; that is the very question. You say that in this binding work the Government bindery is doing only about 50 per cent of the work done by a bindery on the outside on that particular class of work. Now, has the binder in the employ of the Government all the labor-saving machines and devices that are had to do that character of work in the outside shops?

Mr. LIVINGSTON. Put it this way: Has he the same facilities as the average outside man?

Mr. STILLINGS. I should say yes. But there are some things we have not acquired as yet.

Mr. LITTAUER. A shop outside, equipped like yours, would turn out twenty books when your men turn out ten?

Mr. STILLINGS. Yes; but this is hand work, and not machine work.

Mr. BURLESON. Do you use typesetting machines in every place where they can be used? If not, why not?

Mr. STILLINGS. We are using them on a majority of the document work. There are many places where our people have felt that they could not use them, and that fact has prompted me to equip the office so that as much as possible can be done on the machines. Oftentimes the work is of such a complicated character that it is impracticable to put it on the machines. The additional hand work that would be required to be done would more than offset any saving made in the use of the machine.

Mr. BURLESON. The Government Printing Office has just as many typesetting machines as you would have if the establishment were an outside establishment?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Has that come about in the last year or was it so before?

Mr. STILLINGS. It has gradually come about partly under my direction. We are putting more work upon the machines.

Mr. LITTAUER. Have you increased the use of the machines to a notable amount—10 or 20 or 30 per cent? Give us some definite impression. We have had the impression that the use of the machines was objected to because of the influence of organizations at the Government Printing Office.

Mr. STILLINGS. If that condition existed, it is not so now.

Mr. LITTAUER. Was it so when you took hold?

Mr. STILLINGS. No, sir.

Mr. LITTAUER. Then I had a wrong impression.

Mr. STILLINGS. In the beginning, hand compositors were fearful lest the installation of machines should cause the hand men to be thrown out. When they found that the disposition was to train hand compositors to do the machine work, then they found no difficulty in responding to the situation. The linotype composition and the monotype composition have been very creditable, fully as much so as that which would be turned out in a commercial shop.

Mr. BURLESON. From all that I can gather, Mr. Stillings, you have no prejudice against labor unions?

Mr. STILLINGS. No, sir; I have not.

Mr. BURLESON. Your sole purpose is to so organize the Government Printing Office as to obtain a fair day's work for the wages which the Government pays those people, and you are trying to do absolute justice to the people there, whether or not they belong to the union?

Mr. STILLINGS. Yes, sir; absolutely. It is not my business to know whether a man belongs to a union or not.

DISCOUNTS IN PURCHASES OF SUPPLIES.

Mr. LIVINGSTON. Heretofore what percentage have you been getting in the way of a discount on the purchase of supplies, before you went in?

Mr. STILLINGS. Not any.

Mr. LIVINGSTON. What are you getting now?

Mr. STILLINGS. On matters not covered by contract I am getting an average of 2.6 per cent per month. That is, every bill where we can get a cash discount is discounted in ten days. Some of them run to more than 2 per cent, and then we get 3, and occasionally 4 per cent.

Mr. TAWNEY. And sometimes 5?

Mr. STILLINGS. Yes, sir; on type we get almost uniformly 5 per cent.

Mr. LITTAUER. Please state how that came about?

Mr. STILLINGS. I issued an order stating that hereafter all bills must be either accepted or rejected immediately, in order that the cash discount might be secured.

Mr. BINGHAM. What do you call immediately; thirty days?

Mr. STILLINGS. No, sir. It must be rejected or accepted at once—within three days—so that the check may be received by the man from whom we bought the goods by the tenth day after same are received by us.

Mr. LITTAUER. Had you ever received cash discounts in the past?

Mr. STILLINGS. No, sir.

Mr. LITTAUER. What is the reason?

Mr. STILLINGS. I asked about it when I first went there and they said they never did it and did not expect to do it, and did not see any reason why they should go to that trouble.

Mr. LITTAUER. That seems to me an outrageous method of handling the work. In other words, you bought the goods ten days or so ahead, and the Government did not pass its bills through and audit them in order to take advantage of the cash discount?

Mr. STILLINGS. No, sir.

Mr. LITTAUER. Who got it? [Laughter.] To my mind that is the most outrageous thing I have heard of yet. It is worse than any deficiency in labor. You are now speaking of purchases outside of bids?

Mr. STILLINGS. No, sir; I am speaking of purchases outside of yearly contracts.

Mr. LITTAUER. And the Government did not receive, then, as good prices as the trade generally received, and did not obtain its cash discount because of delay in the payment of its bills?

Mr. STILLINGS. It did not.

Mr. LITTAUER. That is worthy of somebody's impeachment.

Mr. BINGHAM. What is your annual standard for material purchased outside of contracts? The contracts come under the statute, in advertising, etc. You also purchase outside of contracts?

Mr. STILLINGS. It runs something like \$300,000 a year—anywhere from \$250,000 to \$300,000 a year, according to the necessities of the office.

Mr. BINGHAM. No more than that?

Mr. STILLINGS. No, sir.

Mr. BINGHAM. Everything else is under contract?

Mr. STILLINGS. Let me illustrate one single item, in order to explain the situation. You can see how this thing works when people get into ruts. Book cloth is made almost uniformly 38 inches wide and 38 yards to the roll. That is done to suit the conditions of the machines upon which it is made and the demands of the trade. That is sold at list prices, nearly, if not wholly uniform, by manufacturers

in the United States. Last year we used about \$50,000 worth of book cloth.

Mr. LITTAUER. How many yards would that sum buy?

Mr. STILLINGS. It would be hard to tell offhand, as we use so many different grades and qualities. Black cloth runs \$4.75 per roll. The standard length of the roll is 38 yards long, and our specifications demanded 36 yards. Our price was \$5, and commercial binders could buy 2 yards more to the roll for 25 cents less per roll or \$4.75, and the goods were delivered in each case f. o. b., with 3 per cent in thirty days.

Mr. BINGHAM. Is there any specification in your contract that you are allowed discounts?

Mr. STILLINGS. No, sir; but there will be.

Mr. BINGHAM. But there has not been heretofore?

Mr. STILLINGS. No, sir.

Mr. BINGHAM. Then they claim the contract figure?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Have you the same purchasing agent now that you had before?

Mr. STILLINGS. No, sir; I am changing that. I am practically the purchasing agent myself now, but I intend to have a purchasing agent.

Mr. LITTAUER. Was there a bureau of purchases and contracts in the department formerly?

Mr. STILLINGS. No, sir; it was all handled by the chief clerk.

Mr. LITTAUER. What explanation does he make?

Mr. STILLINGS. He says it never was brought to his attention before.

Mr. LITTAUER. You buy goods to be paid for at a certain time, say ten days or twenty days?

Mr. STILLINGS. We can order the goods and say, "Deliver the goods, and the bill must be dated thirty days ahead," the same as would be done by any other concern.

Mr. LITTAUER. You are now obtaining the largest cash discounts you can obtain?

Mr. STILLINGS. I think so; and I have had trouble to secure them in some cases.

Mr. LITTAUER. How long should it take to audit the bills if the goods were ordered, say, on Monday?

Mr. STILLINGS. The voucher should be sent out on Thursday. That would be four days.

Mr. LITTAUER. It would take not more than five days?

Mr. STILLINGS. No, sir.

Mr. LITTAUER. It looks to me as though there was an African in the wood pile.

Mr. BURLESON. A graft?

Mr. STILLINGS. No, sir; I think it was ignorance. In the book-cloth proposition I refused to let that be contracted for this year, as by having that item under contract it cost \$6,000 per year more than it should. This year I placed an order for about \$20,000 worth of cloth, and by saving the excess of 2 yards to each roll the difference of 25 cents in the price of each roll and the 3 per cent cash discount the whole saving amounted to \$2,000, or approximately 10 per cent.

Now, that is the largest one item, and you can imagine my feelings, with all the mass of detail pressing upon me, and the mud slinging, and everything of that kind going on, in the endeavor to systematize this plant; imagine my feelings when I found this was being done. The chief inspector has had the same experience as I had.

Mr. BURLESON. Did the chief inspector call your attention to this?

Mr. STILLINGS. He called my attention to the book-cloth matter when I was sick, and I said, "Get these book-cloth men down to the office. I want to see them." These men said it was a nuisance and a drawback to them to make the rolls 36 yards instead of 38 yards, but they had been told by the bindery that it was wanted that way. They finally decided they did not want to interfere with what appeared to be a hard and fast proposition.

Mr. BINGHAM. In the purchase of your supplies everything is advertised for under statute requirements except the purchase of \$250,000 worth of material?

Mr. STILLINGS. Approximately.

Mr. BINGHAM. Then there is nothing in the contracts that indicates discounts for immediate payment?

Mr. STILLINGS. There is now on open-market purchases, but there was not before.

Mr. BINGHAM. But there is a trade agreement usual for discounts for payment within thirty days?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. You have not received the benefit of that discount, but they have held you to the specifications of the contract?

Mr. STILLINGS. Yes, sir. In this last month, in the open-market purchases, the statistician reports to me that \$1,000 was saved in that month's purchases. Next month it may be a little less.

Now, on the paper contracts we shall very soon send out bids. We open up bids in January for the coming year. The contract year on paper expires on February 28 or 29 (as the case may be), and I am considering the cash-discount proposition. I must say this, as regards the paper proposition, that our consumption is so heavy that the paper manufacturers give us rock-bottom prices. That I know from my own experience in handling paper and the state of the market. I know that we are handling that on rock bottom, and our paper contracts are considered by the contractors more as a "filler" to fill in the interim between specific orders than as a profitable business in itself.

Mr. LITTAUER. Is there a combination among the paper manufacturers, as there is among some other manufacturers? How many offerings do you have?

Mr. STILLINGS. Sometimes five or six, or as high as ten bids on an item.

Mr. LITTAUER. Is there any indication, as to the bids, that one man is to get it by agreement among themselves?

Mr. STILLINGS. It looks that way in some cases.

Mr. TAWNEY. The paper price is advancing, I understand. Before you leave that question I want to ask you a question about purchases. I understand that certain purchases must be approved by the Joint Committee on Printing of the two Houses of Congress.

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. What percentage do these purchases bear to your aggregate purchases?

Mr. STILLINGS. Purchases of paper?

Mr. TAWNEY. All the purchases approved by the Committee on Printing, the Joint Committee on Printing. What percentage do they bear to the total?

Mr. STILLINGS. They would be about 45 per cent of the total purchases. For the fiscal year ending June 30, 1906; our total purchases of paper, material, and supplies amounted to \$1,647,000, in round figures, divided as follows: \$728,000 for paper; \$741,000 for material and supplies, and \$178,000 for lithography and engraving.

PURCHASES OF MATERIAL.

Mr. LITTAUER. What are your total purchases of material outside of machinery? Your office is expending about \$4,500,000. How much of that is for material?

Mr. STILLINGS. Paper and material run close to \$1,500,000.

Mr. LITTAUER. What part of that million and a half dollars is purchased by advertisement and sealed bids following?

Mr. STILLINGS. Approximately \$1,300,000 is purchased under sealed bids and about \$300,000 in open market upon which several quotations on each item are secured, the award usually being made to the lowest bidder, quality considered.

Mr. LITTAUER. Of the \$1,300,000, how much is approved by the Joint Committee on Printing?

Mr. STILLINGS. About \$741,000 worth; the committee award the contracts at basic rates.

Mr. LITTAUER. In practice does this approval amount to anything?

Mr. STILLINGS. Yes, sir; the committee are very fair and careful in their awards, and their approval is a positive safeguard to the Government.

Mr. TAWNEY. Half your purchases are made, then, without any supervision?

Mr. STILLINGS. Not quite that; our miscellaneous supplies contracts are awarded by the Public Printer subject to the approval of a committee of three assistants to Cabinet officers, as provided by law. I am recommending that everything, as far as possible, which is of a standard nature shall be put under the supervision of a committee; the Public Printer to be ordered to make a revision of items, so that there can be prevented a lot of open-market purchases. In some things it is expensive to tie us up on a contract. The Navy Department, I understand, has found the same thing to be true. It would pay us better sometimes to make a short contract of three or four months. In metals, which have gone up, I succeeded in saving quite a little by ordering metals last spring before the advance got too strong. I am stocking up on paper all I reasonably can just now for the office, and I will save \$5 or \$6 a ton thereby.

Mr. LITTAUER. You are limited by your annual appropriations, are you not?

Mr. STILLINGS. Yes, sir; but I am trying to foresee what is coming and to act accordingly. The contracts expire February 28, and there-

fore I conceive it to be good judgment to look out for our immediate future.

Mr. BINGHAM. In your heavy material are the accepted bidders usually the same firms and corporations?

Mr. STILLINGS. No, sir.

Mr. BINGHAM. It is fair, legitimate competition?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. And entered into by good reliable firms?

Mr. STILLINGS. Yes, sir; I think from the prices and the quality of paper and of service that we are getting value received, absolutely.

THE SO-CALLED "DEATH LIST."

Mr. LIVINGSTON. I see from the public press that you are charged with preparing a "death list" down in that Bureau. What are the facts?

Mr. STILLINGS. The facts are that I never had in mind to use the information I called for from my officers as a basis for dismissal. I wanted to put it up to my officers good and stiff as to how much they had really gone into the personnel of their force and how much information they were willing to pass forward to me, as their duty as subordinate officers demanded they should.

Mr. LIVINGSTON. Let me see if I understand. In other words, you wanted your foremen to assume the responsibility of saying whether they had too much force, and if they had, you wanted them to assume the responsibility of saying whether they had inefficiency in the force, and if so, who were the inefficient parties? Was that your purpose?

Mr. STILLINGS. Yes, sir; it was not my purpose to use that as a basis for dismissal.

Mr. BURLESON. But it was your duty to use it as a basis for further investigation?

Mr. STILLINGS. Yes, sir; that is so.

Mr. LIVINGSTON. And you did intend it as a stepping-stone in your investigation of your force further along?

Mr. STILLINGS. Certainly. Let me illustrate that for a moment. They say that in my order I spoke particularly about tuberculous people—people afflicted with lung troubles. If I knew just who those people were, it would be humane and considerate on the part of an employer to know it. But unfortunately some of the foremen are blind in that regard. They should watch out for the welfare of their men and see if the ventilation is proper, and that the people are comfortable, and so on. It is the duty of the foremen to see that people who are not clean and are abusing the toilet privileges should be known and marked. I have received complaints about the administration of certain rooms, and I wanted to bring out the facts as to how far my officers were intelligently and conscientiously watching the conditions of the rooms and the employees as well as the condition of the copy passing through their hands. It is my duty and theirs to look after these points.

Mr. BURLESON. You are not apologizing for this order?

Mr. STILLINGS. No, sir; the order was issued in good faith, and stands for exactly what it is.

Mr. BURLESON. Is it not your duty to ascertain whether you have incompetent or inefficient men in any division of your Office?

Mr. STILLINGS. It is my duty, not only to the Government, but to myself. If failure comes as a result of my carelessness or lack of moral courage, I am to blame.

Mr. LIVINGSTON. Is it not even more important to you and to the Government and the administration down there to have good overseers than to have good workmen? If you have bad overseers you will probably have bad workmen.

Mr. STILLINGS. Certainly. It is not a square deal to good workmen to put an incompetent man over them.

Mr. LIVINGSTON. And it is not a square deal to decent people for them to have bad rooms there?

Mr. STILLINGS. No, sir.

Mr. LIVINGSTON. You did not intend to put those tuberculous people on the "death roll?" Your purpose was as stated?

Mr. STILLINGS. Yes, sir; it was the same way with the watchmen. I have just as much sympathy as any man has for the old soldier, and I have seen things down there that were hard to go up against. It was pitiful, for instance, to see a decrepit old man shaking with palsy standing up and saying, "I am just as able to attend to my duties, Mr. Public Printer, as ever." It takes nerve to stand up against that proposition. Supposing a fire broke out in the establishment; I am responsible. It would be wrong for me if, through weakness and kindness, I were to permit a decrepit man to remain there as a watchman.

EXTRA SERVICES.

Mr. BINGHAM. In reference to the extra hour of work, as I understand, they receive wages for that hour plus 30 per cent additional.

Mr. STILLINGS. Twenty per cent.

SALARIES.

Mr. LITTAUER. In the note accompanying the estimates I notice this language:

"With the exception of the following two items, the recompense which I have recommended is the same as that covered by the present appropriation under the legislative, executive, and judicial act." The appropriation under the legislative, executive, and judicial act was only \$15,000, and consequently you have but very few of the items of the \$148,970 that you specify. You have stated that these salaries are the same as carried by the present legislative, executive, and judicial appropriation act, with the exception of the chief clerk and the Congressional Record clerk at the Capitol.

Mr. STILLINGS. With the exception of the following items, the recompense which I have recommended is the same as that covered by the present appropriation under the legislative, executive, and judicial act.

What I intended to imply was this; in the case of the chief clerk I recommend that his salary be increased from \$2,750 to \$3,600, which is an increase of \$850, and that the salary of the Congressional Record clerk at the Capitol be increased from \$2,000 to \$2,500, \$500 additional.

Mr. LITTAUER. Are all other salaries the same as they are receiving for the current year?

Mr. STILLINGS. Yes, sir; practically.

Mr. LITTAUER. The provision was really carried in the sundry civil bill mainly?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. In that connection you have adopted the salaries that these men received when you came into office?

Mr. STILLINGS. Practically; yes, sir.

INCREASE OF SALARIES. •

Mr. LITTAUER. Have you made many additions during the current year to the force which is specified in the bill before us?

Mr. STILLINGS. Additions to their salaries?

Mr. LITTAUER. Either additions to salaries or force.

Mr. STILLINGS. I have made some changes for the purpose of evening up salaries. Where I found a salary \$1,575 I evened it up to \$1,600.

Mr. LITTAUER. Are all the salaries being paid to this executive force based on what is paid for similar work outside, or how have you appreciated whether the salaries should be evened up or evened down?

Mr. STILLINGS. That has been a difficult matter for me to do, for the reason that much of the work in this office is different from that ordinarily handled by commercial shops, and then most of these people have to be printers—they have to understand printing; that is, outside of the office of superintendent of documents.

CHIEFS OF DIVISION.

Mr. LITTAUER. You have four chiefs of division. They get \$2,000 a year. They have been receiving \$2,000 for a good many years past?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Do they have to know anything besides the management of the force under them—do they have to have a technical education?

Mr. STILLINGS. Yes, sir; every one of them.

Mr. LITTAUER. How do you think the compensation they receive compares with other salaries paid?

Mr. STILLINGS. Other salaries for similar work paid elsewhere?

Mr. LITTAUER. Yes, sir.

Mr. STILLINGS. I think it is a fair remuneration. I think possibly it is a little higher than what would be paid for an ordinary book-keeper—\$30 a week. On the other hand, they stay hours at night and come on Sundays. There is an immense amount of detail, and in the reorganization of the plant they have given me a great deal of extra assistance.

ANNUAL EXPENDITURES.

Mr. BINGHAM. You stated that \$5,000,000 was about the amount of your annual expenditures. What is the sum total of your appropriations, not only in this bill, but in the sundry civil bill, etc.?

Mr. STILLINGS. Five million one hundred thousand dollars in the sundry civil and \$15,650 in the legislative, making a total of \$5,115,650 for the fiscal year ending June 30, 1907.

Mr. BINGHAM. The expenditures during the last fiscal year were how much?

Mr. STILLINGS. Last year I had an appropriation of a little over \$6,000,000—\$6,080,000—something like that. I expended approximately \$5,000,000. I turned back into the Treasury \$800,000. I purchased \$100,000 worth of material and \$100,000 worth of machinery, approximately.

PURCHASE OF MACHINERY.

Mr. BINGHAM. You are not restricted in the purchase of machinery other than by the sum total of the appropriation?

Mr. STILLINGS. No, sir.

Mr. BINGHAM. And you always have enough money to purchase the most advanced machinery?

Mr. STILLINGS. Yes, sir. This year the sundry civil appropriation was \$5,100,000. Divided by months, that would allow me, approximately, \$425,000 a month. The expenses for July were about \$345,000, for August \$348,000, for September \$342,000, and for October \$419,000, the reason for that being that I purchase as far as I can quarterly, in order to save the clerical work. This month the expenses will be approximately \$420,000, for the reason that I am running a night force in order to keep up with the extra rush on job work.

CHIEF CLERK—INCREASE OF SALARY.

Mr. LITTAUER. The first increase you have recommended to us is in the salary of the chief clerk, \$850, making his total compensation \$3,600. Will you please give the reason for that increase?

Mr. STILLINGS. The chief clerk should properly have supervision over the clerical force, and should have nothing else to do except to look after the interior management of the building. We now have a superintendent of buildings, but he is not provided for here.

Mr. LITTAUER. Why is he not given here?

Mr. STILLINGS. That is a question on which I will have to ask for more light. I want the chief clerk to have supervision over the clerical force and also to have charge of the condition of the building. That is the reason why I put that in.

Mr. LIVINGSTON. And if you increase this man's salary you propose to put that duty on him?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. And that salary would be less than the salary of a man doing similar work outside?

Mr. STILLINGS. Yes, sir; a man would be worth \$5,000 in a plant doing a business of \$1,000,000.

CHIEF CLERK—DUTIES OF.

Mr. LITTAUER. What are the duties of the chief clerk?

Mr. STILLINGS. He is the general executive officer.

Mr. LITTAUER. In other words, he is the deputy Public Printer?

Mr. STILLINGS. Yes, sir; but I am changing that.

Mr. LITTAUER. If you change it and bring it down to the ordinary status given a chief clerk in a bureau that is one thing, and he is

entitled to one salary, but if you are going to utilize him as deputy public printer, as I look upon it, in charge of the working force as well as being chief clerk, then he ought to receive a different salary.

Mr. STILLINGS. His duties will be conformed to handle the clerical force, and that will take all his time under the system which we are installing there.

CASHIER AND PAYMASTER.

Mr. LITTAUER. Has the cashier and paymaster been receiving \$2,500?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. For many years past?

Mr. STILLINGS. For some three or four years.

INSPECTOR OF PAPER AND MATERIALS.

Mr. LITTAUER. The next item that I see here is the inspector of paper and materials. Why do you have an inspector of paper and materials in this paragraph if you have an office of chief inspector?

Mr. STILLINGS. For the reason that the Joint Committee on Printing has a paper inspector allowed under the law.

Mr. LITTAUER. Why do you not put him under the chief inspector rather than in the chief clerk's office?

Mr. STILLINGS. He is in the chief clerk's office now, but he would be transferred.

Mr. LITTAUER. Does he work under the chief inspector?

Mr. STILLINGS. He works under the chief clerk at the present time, but he would be put under the chief inspector.

Mr. LIVINGSTON. If he is provided for in the law and belongs to the joint committee, you will have to get consent from somebody to put him there?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. Has your chief clerk any statutory authority other than under you?

Mr. STILLINGS. No, sir.

Mr. BINGHAM. And all reference of his action must come to you for approval?

Mr. STILLINGS. Absolutely.

Mr. LITTAUER. Are there any other employees except the inspector of paper who come under the joint committee of Congress?

Mr. STILLINGS. No sir.

Mr. LITTAUER. He is the only one?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. This force of clerks that you have designated in the usual classes, are they receiving the same compensation in this contemplated paragraph as they are now paid in the present law?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You have made no changes in that way?

Mr. STILLINGS. No, sir.

CHIEF INSPECTOR.

Mr. LITTAUER. The office of chief inspector is new?

Mr. STILLINGS. That is one of my own creation; yes, sir.

Mr. LITTAUER. Tell us how you came to create the position of chief inspector and purchasing agent and how you came to fix the salary at \$3,600.

Mr. STILLINGS. I wanted a man there who could go over the plant and pick out the undesirable equipment and put it in shape for sale, and in that way get the best return for the Government; to sell it as second-hand apparatus in small lots, and not in lump.

Mr. LITTAUER. How much has been realized in that way during the last year?

Mr. STILLINGS. We have been getting the material ready to sell.

Mr. LITTAUER. How much do you think you can sell?

Mr. STILLINGS. We have nearly \$300,000 worth of type and machinery, and enough more yet to be reached, totaling about \$500,000.

Mr. LITTAUER. Something in the neighborhood of \$800,000?

Mr. STILLINGS. No, sir; about \$500,000 in all. We haven't got our material and machinery fully weeded out yet.

Mr. LITTAUER. And you wanted an intelligent man to look over the material and get it in the best possible shape to sell?

Mr. STILLINGS. Yes, sir; not only that, but the different divisions of the office may want this or that piece of machinery, and it may be lying around there. Instead of going out and buying a new piece—if we did not know where it was—we are looking our old material over carefully, and if we can not use any of it we are going to sell it and get the long price and not the short price and turn the proceeds into the Treasury.

REPAIRS.

Mr. LITTAUER. Do you have any department of repair or reconstruction?

Mr. STILLINGS. Yes, sir; we have a machine shop, where we are now making a good many repairs which heretofore have been made outside. We are putting in appliances to do the work right there.

Mr. TAWNEY. I was down at the Printing Office this morning and went through that part of the plant and saw the work that this chief inspector is doing. Is it not a fact that this chief inspector has found stored away in some parts of the buildings, the loft of the new building, or some part of the old building, nine Smythe sewing machines that were found upon examining the records to have been used only about two years, and that all the parts have been assembled and the machines set up with their motors and everything complete?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Is it not also a fact that these nine machines are worth \$1,000 apiece?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Is it not also a fact that this chief inspector is engaged in making a complete inventory of all machinery, both in use and in reserve?

Mr. STILLINGS. Yes, sir; that was the original idea in appointing him—to secure a list of the machinery, equipment, and supplies on hand.

Mr. TAWNEY. Is it not also a fact that the investigation which has been made by the chief inspector has resulted in bringing to light thousands and hundreds of thousands of pounds of type, some of it

brand new type, that has not been used and that has been in the establishment, some of it at least, ten years?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. Could you use an increased inspecting force if we allowed it?

Mr. STILLINGS. No, sir; I am estimating now for next year. By that time this work will be done.

Mr. LITTAUER. I notice that there is only one clerk in the office of chief inspector.

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Consequently his services are almost personal—he does the work himself?

Mr. STILLINGS. Yes, sir. When the work of segregating the live material is completed we will not need these assistant inspectors for that purpose. They are valuable men and can be placed elsewhere.

ASSISTANT INSPECTORS.

Mr. LITTAUER. What do you mean by assistant inspectors?

Mr. STILLINGS. We have assistant inspectors under the sundry civil bill, quite a number. By the time this legislative bill goes into effect we shall not need them.

SUPERINTENDENT OF SUPPLIES.

Mr. LITTAUER. What are the duties of the superintendent of supplies?

Mr. STILLINGS. He has charge of all material and supplies which come in. Everything is received by the superintendent of supplies, entered in ledgers, and can only be secured upon requisition.

Mr. LITTAUER. He is the receiving and supply clerk?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. And you give him \$2,500?

Mr. STILLINGS. Yes, sir; I think he is worth it.

Mr. BINGHAM. As I understand, under the law you have absolute discretion in the disbursement of the funds or the money available as well as the adjustment of all your entire force up to this date, if we propose to insert this as part of this bill?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. Except this one paragraph carried in the sundry civil bill?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. And you have, in obedience to the law, submitted this? Is this to your mind a better adjustment than your own discretion under the sundry civil allowance?

Mr. STILLINGS. No, sir; I have had to force this estimate a little, for the reason that the reorganization will not become as effective as it should finally be until about the middle of next May or June.

Mr. BINGHAM. While you have submitted the paragraph and asked us to carry them in the statute, transferring a hundred and some odd thousand dollars to this bill, you have made no changes in compensation, but only made two recommendations for increase of pay, which, we understand, you could have done under the sundry civil bill?

Mr. STILLINGS. No, sir; I could not have done that. These two officers are statutory officers. The chief clerk and Congressional Record clerk are provided for in the present legislative bill.

Mr. BINGHAM. I do not see that you have given us any good reason why we would have a better administration if this was carried out?

Mr. STILLINGS. This is not what I would do myself, at this time. At a later date I shall be able to complete the final organization of the clerical forces.

Mr. LITTAUER. The question is how many of these positions should be included in the subdivisions, and whether it is best to do it this year and at this time or to wait until the reorganization is completed, because once these men get into the bill we appreciate it is very difficult to eliminate them or to lower their salaries. We believe it is proper for us to oversee your force each year and for you to give us recommendations for increases in force and increases in compensation or the opposite. As it has been in the past you have had lump sum appropriations and we want to get this office in line with the ordinary rules in all other Departments of the Government.

Mr. LIVINGSTON. Keep the clerks and private secretary in the bill; and if you want the inspectors in the bill, or if there is any other position that you have not named, tell us.

Mr. LITTAUER. I am anxious to get in the bill everyone who is now in the executive and administrative force, but if you have plans of reorganization now under consideration, perhaps it would be well to eliminate them this year.

Mr. STILLINGS. We have here a chief clerk and under him all the clerks. We have a chief inspector. I had to get some man of equal capacity with that possessed by the chief clerk to take some of the burden off me and have the work attended to properly.

Mr. LITTAUER. Who takes charge of matters if you are away?

Mr. STILLINGS. The chief clerk, under the present printing law, is made acting Public Printer.

Mr. LITTAUER. Has he full authority in your absence?

Mr. STILLINGS. Yes, sir; except for signing checks. He has to send checks and vouchers to me. He can order material and supplies.

Mr. BINGHAM. Who is your chief clerk?

Mr. STILLINGS. Henry T. Brian.

Mr. BINGHAM. How long has he been there?

Mr. STILLINGS. He has been chief clerk for about four years; he has been in the office thirty years, the major portion of the time as foreman of printing. You will notice the foreman of printing, and that I have created a new office—foreman of presswork. Then there is the foreman of binding and the superintendent of supplies. Now, those men are absolutely essential whether we do a business of \$500,000 or \$5,000,000 per annum. There are several others whom I did not deem it best to put in because I did not know just what would develop in reorganizing during the next few months.

Mr. BINGHAM. Do you reduce the salaries of the force during the year?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. They are changeable?

Mr. STILLINGS. Yes, sir. This year I have abolished two divisions in the typographical end of the work—taken them out entirely.

Mr. LITTAUER. Under the foreman of printing, who receives \$2,500, what force of foremen is there and what character of salaries do they get?

Mr. STILLINGS. These division chiefs get \$2,000. The chief clerk gets \$1,800. The foremen get \$2,000. Here is the branch office proposition.

TELEPHONE OPERATOR.

Mr. LITTAUER. Under your chief clerk you have two telephone operators. What do they get?

Mr. STILLINGS. One thousand two hundred and sixty dollars each.

Mr. LITTAUER. Why do you pay a telephone operator \$1,260?

Mr. STILLINGS. I have some data to explain that.

Mr. LITTAUER. Where are they specified in this proposed legislative bill?

Mr. STILLINGS. Under the head of clerks, on page 42, two clerks, at \$1,260 each.

Mr. LITTAUER. Why do you call telephone operators "clerks?"

Mr. STILLINGS. For this reason: One of these clerks every other day or so does clerical work as assistant to the paymaster.

Mr. TAWNEY. How many phones have you?

Mr. STILLINGS. We have 14 trunk lines and 86 branch stations. There is hardly any comparison between our switch board and other switch boards. It is of the utmost importance that our service shall not be impaired. Here [exhibiting] is a statement of all the different departments, and here [exhibiting] is a comparative recapitulation showing the cost this year.

Mr. LITTAUER. This is inside the building?

Mr. STILLINGS. Inside and outside. We have interior and exterior calls.

Mr. LITTAUER. How many holes are there in the switch board?

Mr. STILLINGS. Two hundred and ten.

Mr. LITTAUER. How many hours do they work, and what time?

Mr. STILLINGS. Eight hours daily. From 8 o'clock in the morning until 4.30 o'clock in the afternoon.

Mr. LITTAUER. They do not do any other work than the ordinary switch-board operator?

Mr. STILLINGS. Except when we find it necessary to make up the pay envelopes, one of these operators helps out on that work.

Mr. LITTAUER. Is that good administration for a girl who should be at the board during the working hours to address envelopes?

Mr. STILLINGS. It is counting the money.

Mr. TAWNEY. The principal work that she does is operating the switch board?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Do you not think that your designation ought to be in accord with the principal work she does rather than the incidental work she does?

Mr. STILLINGS. The designation has been changed. I left it this way in case of change in the system, and I needed a little leeway. In case we change that system and put in a telephone switch-board

operator, something like there is at Woodward & Lothrop, that would still give me a little leeway in case of necessity of using somebody in the pay rooms.

Mr. TAWNEY. How many phones do you have connected with your switch board?

Mr. STILLINGS. Eighty-six branch stations, as we call them, all over the buildings.

Mr. TAWNEY. Eighty-six phones in the buildings?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. You have two operators?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. You know something about the operation of the telephone exchange here in the city, for instance?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. How do you think the work of your operator compares as to the number of calls that she is obliged to answer with the number of calls that must be answered and are answered by telephone switch-board operators in the "central" here in the city or in any other city where they have a central station?

Mr. STILLINGS. I think it is a little heavier than any individual operator would handle, but not sufficient to warrant \$1,260 on a commercial basis.

Mr. LITTAUER. In connection with that, you say that this telephone operator also counts money and places it in envelopes and helps out?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. I notice you have a cashier and paymaster. What does he do, pay the bills?

Mr. STILLINGS. He handles the pay rolls, and goes around to the branch offices and to individuals who are sick and do not come to the office. He handles all that money himself. He has a paying teller as well.

PAYING TELLER.

Mr. LITTAUER. What does the paying teller do, remain in the office?

Mr. STILLINGS. When they are making up the rolls the two together have all they can do with the help they get from this operator. They get the money and put it in the envelopes.

Mr. LITTAUER. This salary of \$2,000 for the paying teller would be more than the paying teller in the assay office in New York would receive?

Mr. STILLINGS. It is a very good salary.

Mr. LITTAUER. For this salary you could get two individuals, one as switch-board operator and another to help along with the pay rolls, and it seems to me that this item should be stricken out.

Mr. STILLINGS. I agree to that.

SUPERINTENDENT OF DOCUMENTS.

Mr. LITTAUER. You have a new superintendent of documents. Did the former superintendent receive \$3,000?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Is that a proper compensation for that office?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Is not that salary fixed by law?

Mr. STILLINGS. No, sir; section 61 of the printing law says, "The Public Printer shall appoint a competent person to act as superintendent of documents and shall fix his salary."

CHIEF CLERK TO SUPERINTENDENT OF DOCUMENTS.

Mr. LITTAUER. What need is there for a chief clerk? He has only one clerk under him?

Mr. STILLINGS. For the reason that there is a tremendous amount of detail connected with the work, involving the employment of a great many clerks.

Mr. LITTAUER. Why do you not call him a clerk of class 4?

Mr. STILLINGS. We could do that.

Mr. LITTAUER. In this office of superintendent of documents there are but two clerks—one at \$1,800 and one at \$1,200?

Mr. STILLINGS. This is in the office of the superintendent. Following that are sections—the Congressional Record section, etc.

Mr. LITTAUER. He is really a chief clerk and is in charge of these various branches?

Mr. STILLINGS. Yes, sir; when the superintendent of documents is away—I have sent him away on business trips occasionally—the chief clerk is the acting superintendent of documents.

Mr. LITTAUER. How long has he been there?

Mr. STILLINGS. Several years.

Mr. LITTAUER. Has he always been receiving \$1,800?

Mr. STILLINGS. He was receiving about \$1,600, but as his duties became heavier I increased his salary.

Mr. LITTAUER. How many men does this man supervise when the superintendent of documents is absent?

Mr. STILLINGS. All these other sections. He is a sort of deputy for the superintendent of documents. He supervises all the work under him.

CONGRESSIONAL RECORD CLERK.

Mr. LITTAUER. You have made a recommendation in connection with the Congressional Record clerk, \$2,500?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. To make his pay balance up with the other men who are employed around the Capitol?

Mr. STILLINGS. I had no thought about any other position up here. My thought was that his services and ability in preparing the work which comes to our office were fully worth \$2,500.

Mr. LITTAUER. Then he prepares the work which comes to your office?

Mr. STILLINGS. Yes, sir; much of it in connection with the Congressional Record and other printing for Congress.

HELPERS.

Mr. LITTAUER. What does this helper do?

Mr. STILLINGS. That helper represents the Congressional Record clerk when he is away.

Mr. LITTAUER. Then there are four helpers?

Mr. STILLINGS. They are messengers.

Mr. LITTAUER. Why should they get \$950?

Mr. STILLINGS. I went over that matter with the Congressional Record clerk and he seemed to think that this salary was a fair rate of pay for the services rendered.

Mr. LITTAUER. What is your judgment?

Mr. STILLINGS. My judgment is that the salaries are high.

Mr. LITTAUER. What have they been receiving?

Mr. STILLINGS. About \$925; something of that kind, and we evened the salaries up to \$950.

Mr. LITTAUER. They simply take the work from his office to yours?

Mr. STILLINGS. They carry the work around the Capitol building to the committee rooms.

Mr. LITTAUER. They are porters?

Mr. STILLINGS. Yes, sir; high-grade porters.

Mr. LITTAUER. Are they employed at any other time than during the sessions of Congress?

Mr. STILLINGS. They are employed all the year.

Mr. LITTAUER. What do they do?

Mr. STILLINGS. They handle the documents, and it is proposed this year to give them more work.

Mr. LITTAUER. Are you prepared to state that you want us to put in four helpers at \$950 each, or should that item be stricken out?

Mr. STILLINGS. It would suit me better to strike it out.

COPYISTS.

Mr. LITTAUER. I notice under the paragraph "Bookkeeping and correspondence," twenty clerks, at \$600 each. They do the routine bookkeeping, make entries, etc., and they receive \$600 a year compensation?

Mr. STILLINGS. Yes, sir. They are employed in classifying the stock in the office—that is, doing the clerical work, copying, etc.

Mr. LITTAUER. Can you get in Washington competent people for that compensation.

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. They are copyists purely?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. They do not handle any ledger and do not make any entries?

Mr. STILLINGS. No, sir; purely routine work.

Mr. BINGHAM. It is wholly copying?

Mr. STILLINGS. As a whole; yes, sir.

Mr. LITTAUER. They are copyists pure and simple and do nothing else?

Mr. STILLINGS. Yes, sir; here and there we get a bright one who is above the average.

Mr. LITTAUER. Have you any paper describing the work that each one of these individuals performs that you specify here, or is it necessary to ask questions in reference to each one of them?

Mr. STILLINGS. There is no descriptive paper.

MESSENGERS.

Mr. LITTAUER. In this bookkeeping and correspondence section you have two messengers at \$800 each. What do they do?

Mr. STILLINGS. They have to travel between the different departmental offices and the superintendent of documents. I might say right here that since this estimate has been sent to you I have concluded to organize a messenger division in the office, and I think that item had better be stricken out.

Mr. LITTAUER. Now we have reached the point where we think that you should revise the schedule?

Mr. STILLINGS. It needs revision.

Mr. LITTAUER. And we should like to have you do so and send us the reasons.

Mr. STILLINGS. I will do so.

SIMPLIFIED SPELLING.

Mr. LITTAUER. We find in the next paragraph the word "catalog," and below the word "cataloguer," and we would like to know why you have changed the orthography of the documents that you have sent here?

Mr. BINGHAM. Is there any statute that gives the President authority in any way to change the spelling—have you looked into that?

Mr. STILLINGS. No, sir; I have not.

Mr. BINGHAM. Then, if a Department should want to change the spelling from what is known as the normal or natural spelling, you would accept the order?

Mr. STILLINGS. Under the order of the President the Departments were ordered to have spelling done that way, and would naturally have to obey the order.

Mr. BINGHAM. There is nothing in the statute that authorizes him to give that order, either for or against that proposition?

Mr. STILLINGS. I do not know as to that.

Mr. BINGHAM. Why did you, then, print these bills under that special spelling?

Mr. STILLINGS. I do not know why it should have been done in this case.

Mr. TAWNEY. Is not the Book of Estimates printed in the same manner?

Mr. STILLINGS. The Book of Estimates emanates from the Treasury Department and is printed at the Treasury branch. An effort has been made to carry out the President's order in reference to simplified spelling.

Mr. TAWNEY. The Book of Estimates is printed at the Treasury branch?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. This bill is printed in your office?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. In printing this bill, then, your employees must have followed the spelling contained in the Book of Estimates?

Mr. STILLINGS. Undoubtedly.

Mr. TAWNEY. And that is how it came about?

Mr. STILLINGS. Yes, sir; if this was copied from a departmental document which was prepared on the simplified spelling lines.

Mr. TAWNEY. What was the President's order, and have you a copy of it?

Mr. STILLINGS. I have not a copy here.

Mr. TAWNEY. Will you kindly furnish a copy of the order and have it appear in connection with your testimony?

Mr. STILLINGS. Yes, sir.

THE WHITE HOUSE, WASHINGTON.

OYSTER BAY, N. Y., *August 27, 1906.*

MY DEAR MR. STILLINGS: I inclose herewith copies of certain circulars of the Simplified Spelling Board, which can be obtained free from the board at No. 1 Madison avenue, New York City. Please hereafter direct that in all Government publications of the Executive Departments the 300 words enumerated in Circular No. 5 shall be spelled as therein set forth. If anyone asks the reason for the action, refer him to Circulars 3, 4, and 6, as issued by the Simplified Spelling Board. Most of the criticism of the proposed step is evidently made in entire ignorance of what the step is, no less than in entire ignorance of the very moderate and common-sense views as to the purposes to be achieved, which views are so excellently set forth in the circulars to which I have referred. There is not the slightest intention to do anything revolutionary or initiate any far-reaching policy. The purpose simply is for the Government, instead of lagging behind popular sentiment to advance abreast of it and at the same time abreast of the views of the ablest and most practical educators of our time, as well as of the most profound scholars—men of the stamp of Professor Lounsbury and Professor Skeat.

If the slight changes in the spelling of the three hundred words proposed wholly or partially meet popular approval, then the changes will become permanent without any reference to what public officials or individual private citizens may feel; if they do not ultimately meet with popular approval they will be dropt, and that is all there is about it. They represent nothing in the world but a very slight extension of the unconscious movement which has made agricultural implement makers and farmers write "plow" instead of "plough;" which has made most Americans write "honor" without the somewhat absurd, superfluous "u;" and which is even now making people write "program" without the "me"—just as all people who speak English now write "bat," "set," "dim," "sum," and "fish," instead of the Elizabethan "batte," "sette," "dinme," "summe," and "fysse," which make us write "public," "almanac," "era," "fantasy," and "wagon," instead of the "publick," "almanack," "aera," "phantasy," and "waggon" of our great grandfathers. It is not an attack on the language of Shakespeare and Milton, because it is in some instances a going back to the forms they used, and in others merely the extension of changes which, as regards other words, have taken place since their time. It is not an attempt to do anything far-reaching or sudden or violent; or indeed anything very great at all. It is merely an attempt to cast what slight weight can properly be cast on the side of the popular forces which are endeavoring to make our spelling a little less foolish and fantastic.

Sincerely, yours,

THEODORE ROOSEVELT.

HON. CHARLES A. STILLINGS,
Public Printer, Washington.

Mr. TAWNEY. Was there any reference in the order to the report of a board on simplified spelling?

Mr. STILLINGS. I was referred to the report of a board on simplified spelling.

Mr. BINGHAM. How many words does the new spelling book contain?

Mr. STILLINGS. Three hundred.

Mr. TAWNEY. Three hundred words the spelling of which was changed by the report of this board?

Mr. STILLINGS. No, sir; many of the 300 words in this were already in preferred use.

Mr. TAWNEY. In looking over the names of the men constituting this board I notice Mr. Isaac K. Funk, editor and publisher of the Standard Dictionary. In the event that Congress adopted the simplified spelling by having Congressional documents and laws printed in accordance with the report of this board, would it be necessary to get out a new dictionary?

Mr. STILLINGS. I think it would ultimately; yes, sir.

Mr. TAWNEY. I notice also the names of Mr. Charles P. G. Scott, etymological editor of the Century Dictionary; Mr. E. O. Vaile, of Chicago. Do you know what business he is engaged in?

Mr. STILLINGS. No, sir.

Mr. TAWNEY. I also notice the name of Mr. Benjamin E. Smith, editor of the Century Dictionary, New York, and Henry Holt, a publisher of New York. Is that a school-book publishing house?

Mr. STILLINGS. I understand it to be.

Mr. TAWNEY. The adoption by Congress of this form of spelling would ultimately, and in the very near future no doubt, necessitate the publication of a new dictionary and new school books and their purchase by the citizens of the United States?

Mr. STILLINGS. That would probably be the result.

Mr. LITTAUER. It was a mistake, according to your opinion, to print this bill in this manner?

Mr. STILLINGS. Certainly; Congressional printing was not contemplated in the President's order.

Mr. BINGHAM. As matters now stand with reference to spelling, suppose Congress directs the publication or the issuance of a thousand copies of a report, a publication from one of the Departments, what spelling would you adopt?

Mr. STILLINGS. We should follow the usual style.

Mr. BINGHAM. So that the general publications of the Government without any act of Congress or any movement on the part of the Executive would be printed in the old spelling?

Mr. STILLINGS. Where the order comes from Congress we have no authority to change the spelling.

Mr. LITTAUER. Let us get at the effect of this order on your work. In the first place, we will say that a Department sends you copy and it is in the new spelling. You then simply set up the type in accordance with that order, do you not?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. If it were a document that would require submission to Congress and Congress should declare that all documents coming to Congress should be in the usual spelling, would it require the resetting of the type?

Mr. STILLINGS. It would require the correcting of that portion of the standing type or plate wherein the changes had to be made.

Mr. LITTAUER. On each page or on every two or three pages?

Mr. STILLINGS. Possibly once every two pages.

Mr. LITTAUER. And if it was set up on a linotype machine?

Mr. STILLINGS. We would have to cast a new slug.

Mr. TAWNEY. What, in your judgment, approximately, would be the additional expense of those changes?

Mr. STILLINGS. That is something I do not know, because we have never had an occasion to try it out. Here is the point that must be thought out: The bulk of our documents are printed from plates.

Mr. LITTAUER. Could the plates be changed?

Mr. STILLINGS. Yes, sir; if you are going to change from the simplified to the usual spelling you would make the changes on the plate in most cases. How much of it would be done is very difficult to estimate. The foreman of our proof division, from his experience in handling copy, seems to feel that it would not be so radical a change as appears on the surface. Of course you can see that if a document comes to you with the word "through" spelled without the "ough," we might possibly be able to insert the "ough" by respacing the line so as to get in the extra letters. If we could not, we would have to run over each line in that paragraph, or enough lines to finally come out even, with good justification.

Mr. LITTAUER. If it was on a plate you would have to destroy the plate and make a new one?

Mr. STILLINGS. No, sir; we could set the paragraph up, electrotpe it, and patch it onto the original plate.

Mr. LITTAUER. You would not be able to tell what the expense would be in the case of an ordinary pamphlet of 30 or 35 pages?

Mr. STILLINGS. It is very difficult to estimate.

Mr. BURLESON. Where are the Supreme Court reports printed?

Mr. STILLINGS. Under contract by a commercial printing house. We do a large amount of work for the Supreme Court; the cases, among other items.

Mr. BURLESON. Do you propose to make the change there?

Mr. STILLINGS. They have objected. Recently the question of simplified spelling came up.

Mr. LITTAUER. Is it not going to lead to a great deal of confusion?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. The Supreme Court have refused to follow the simplified mode of spelling?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. And necessarily we are going to have the executive branch of the Government, as to the President's message, spelling one way and another department of the Government spelling another way?

Mr. STILLINGS. That is right.

Mr. BINGHAM. Up to this date have you issued any Government publication using the new spelling?

Mr. STILLINGS. There are quite a number of publications that have been issued in the simplified spelling. Here is another point that came up. In the case of a serial which was started last January—

and the question came up immediately, Shall we use simplified spelling for the balance of the year or not? Instructions came from the President that wherever the work had been started in the usual spelling it should be continued. The President has been very broad-gauged in the matter of simplified spelling, stating that there was no desire to force this proposition and that if it was not a popular move it would be dropped.

Mr. LITTAUER. Have you had any other protests except from the Supreme Court?

Mr. STILLINGS. We have had a protest from the Commissioner of Internal Revenue in connection with the word "gauger;" from the Navy Department also; from the Census Bureau and the Department of Commerce and Labor in connection with work in serial form. We have had a query regarding it from the Committee on the Revision of the Laws.

Mr. LITTAUER. What has been the practice in the Government Printing Office; spelling has been to a certain extent changed?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. What recognition of the progression in spelling has the Public Printer taken?

Mr. STILLINGS. We have been largely guided, in fact almost entirely governed, by the action of the publishers of Webster's Dictionary.

Mr. BINGHAM. Is there any difference between the Webster and Worcester Dictionary?

Mr. STILLINGS. I know very little about the Worcester Dictionary; I have not examined it recently.

Mr. ROBINSON, foreman of proof division, Government Printing Office, was questioned as follows:

Mr. LITTAUER. We would like to have you tell us the extra work in the various processes that have to be gone through from one spelling to the other, changing the plates and so on, and the probable cost that will be entailed by the use of simplified spelling in some publications and not in others.

Mr. ROBINSON. You mean the change from one to the other?

Mr. TAWNEY. An executive document comes to the Public Printer to be printed in the simplified form and is also sent to Congress and becomes an executive document and is printed by Congress in the old form.

Mr. ROBINSON. I think the labor of the proof reader and the compositor correcting the work from the new to the old would probably be the principal part of the cost.

Mr. BURLISON. Is there any other difficulty that is involved?

Mr. ROBINSON. I think there is no other difficulty; it is simply a matter of reading the proof and of catching the words, and sending it to the compositor and the compositor would correct the type.

Mr. LITTAUER. Correcting the type, would not that be an expense?

Mr. ROBINSON. Somewhat, but not very high.

Mr. LITTAUER. How much would it cost if there were ten changes on a page?

Mr. ROBINSON. I estimate that there is not an average of two words to the page ordinarily, and taking the average of those words, the words that require different spaces, I should think a man should correct those pages at the rate of three to five minutes to a page. He is paid 50 cents an hour for that work. He ought to correct twenty pages in an hour.

Mr. LITTAUER. What would be the total expense in a day's work done at the office?

Mr. ROBINSON. The proof would not necessarily have to be read very carefully, because you are only looking for those particular words.

Mr. TAWNEY. That is 160 pages at a cost of 50 cents an hour?

Mr. ROBINSON. That is for the compositor. The proof reading would cost 50 per cent more. He does not have to read it closely because he is only looking for those words. He only looks for the words that are to be changed from one spelling to another. It would be an experiment, I can not tell exactly, but I think he ought to read 100 pages a day—he might read 150 pages a day.

Mr. TAWNEY. And he gets how much an hour?

Mr. ROBINSON. Fifty-eight and a half cents an hour.

Mr. TAWNEY. And work eight hours a day?

Mr. ROBINSON. Yes, sir; the cost would not be over 4 cents a page. I suppose the cost would be from 3 to 4 cents a page.

Mr. BURLESON. When a proof reader has a certain document that he is reading, if it is set up in the simplified method of spelling he reads it a certain way, and if the same proof reader has another document following that in the old style of spelling he has a difficult task of reading one document one way and immediately thereafter reading another document another way. It is a little wearing on his intellectual faculties?

Mr. ROBINSON. There is no doubt about that. I have here a couple of specimens [exhibiting]. There is the new spelling and there is the old spelling. The editor marks it, as you see, and when the proof reader gets that he knows at once what to do with that galley, if he is at all familiar with the list of words.

Mr. BURLESON. He is required to commit those words to memory?

Mr. ROBINSON. Yes, sir.

Mr. BURLESON. And he must be familiar with the entire dictionary?

Mr. ROBINSON. Yes, sir.

Mr. CHARLES E. YOUNG, foreman of the Government Printing Office, was questioned as follows:

Mr. LITTAUER. When we come to the plates would there be any greater expense?

Mr. YOUNG. I do not think that would amount to any more.

Mr. LITTAUER. Than the correction of the type?

Mr. YOUNG. No, sir.

Mr. LITTAUER. How much do you think it would cost to make two changes on a page?

Mr. YOUNG. It would probably take five minutes.

Mr. LITTAUER. You would have to handle every plate?

Mr. YOUNG. No; just as I hold this book you would go down to the page that you want and you would take the plate out and correct it and put it back.

Mr. LITTAUER. One man would have to go over the plates and give the correct page plate to another man?

Mr. YOUNG. Not necessarily. He would have to go down to the vault and get it; the plates are not kept upstairs.

Mr. LITTAUER. Can these plates be readily changed from one form of spelling to another?

Mr. YOUNG. They can be changed, but a plate correction is always a bad thing. I do not think a plate correction should ever be made if it can be avoided.

Mr. LITTAUER. The proof reading would be more expensive than the changing of the plate?

Mr. YOUNG. Yes, sir.

Mr. BURLESON. You spoke about these plates, that is with the 300 words now adopted?

Mr. YOUNG. Yes, sir.

Mr. BURLESON. Now, suppose they adopt the next batch, say, 1,200 words?

Mr. YOUNG. Then it would be out of the question.

Mr. BURLESON. It would increase the number of changes on each page?

Mr. YOUNG. Yes, sir.

Mr. TAWNEY. I notice in the report of the Comptroller of the Treasury the spelling is "Controller."

Mr. YOUNG. He sanctioned that.

Mr. TAWNEY. The Comptroller of the Currency refused to accept the form of spelling for his office?

Mr. YOUNG. Yes, sir; he stands on the ground that the statute calls him Comptroller instead of Controller.

Mr. TAWNEY. The statute spells the title of the office of the Comptroller of the Treasury the same as the Comptroller of the Currency?

Mr. YOUNG. Yes, sir; the Comptroller of the Treasury does not take the same view of it that the other man does.

Mr. TAWNEY. The head of every bureau could have his official designation spelled according to his own idea?

Mr. ROBINSON. It is only a matter of opinion. The Comptroller of the Treasury says he will accept either spelling. He says Controller is right, but if we print it Comptroller it is all right—he will accept it. The Comptroller of the Currency will not have it so.

Mr. TAWNEY. If we have this dual form for the legislative and executive departments of the Government the proof reading is virtually duplicated on all work that first goes to the Printing Office and then is authorized to be reprinted or republished by Congress?

Mr. YOUNG. Yes, sir; anything that emanates from a Department.

Mr. TAWNEY. That is why proof reading is the principal expense in the form of the spelling unless it is made uniform in all the several departments of the Government?

Mr. YOUNG. Yes, sir.

CATALOGUE SECTION.

Mr. LITTAUER. What is the work of the catalogue section?

Mr. STILLINGS. Under the law they are required to compile the official catalogues of the Government, namely, the Comprehensive Index or Document Catalogue; issued annually; the Monthly Catalogue, and the Consolidated Index, or Document Index, which indexes for each session the Congressional documents and reports.

Mr. LITTAUER. The cataloguer also does the indexing?

Mr. STILLINGS. Yes, sir.

COPYISTS.

Mr. LITTAUER. I notice there are two copyists at \$1,200 each, and two copyists at \$900 each. Why should these copyists be given such rates of compensation when the others get only \$600 each?

Mr. STILLINGS. The work of these copyists, so the superintendent of documents informs me, requires a higher class of qualifications, and I think that the nature of the work warrants the salary.

Mr. LITTAUER. Do the two copyists, at \$1,200, do any different work from those receiving \$900?

Mr. STILLINGS. Yes, sir; they have been there longer and are more experienced.

Mr. LITTAUER. That is one of the items that we may be able to eliminate?

Mr. STILLINGS. Possibly.

Mr. LITTAUER. I notice that you have one clerk at \$1,100. What does he do?

Mr. STILLINGS. His duties are practically along the same lines. I suppose really he ought to be called a copyist.

LIBRARY SECTION.

Mr. LITTAUER. In the library section you have another cataloguer. Is he an indexer as well?

Mr. STILLINGS. This catalogue and index section has to do with the cataloguing of documents and in connection with the catalogue of public documents which the law provides shall be issued. The librarian is a man familiar with all public documents. He used to be the superintendent of documents.

LIBRARY.

Mr. BINGHAM. How large is your library?

Mr. STILLINGS. It comprises practically one copy of all Government documents.

Mr. BINGHAM. It must be a pretty big library.

Mr. STILLINGS. Yes, sir. We have the most complete library of public documents.

Mr. LITTAUER. What is the use of it?

Mr. STILLINGS. We use it for reference in connection with the correspondence section. When correspondence comes in asking for information on certain subjects—

Mr. LITTAUER. Correspondence from whom?

Mr. STILLINGS. From all over the country. We receive requests for information, and frequently they do not give the session of Congress when the document was published.

Mr. LITTAUER. You have a library of nothing but public documents, one copy of each?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. And at the Congressional Library there is another collection of those same documents.

Mr. STILLINGS. To a certain extent.

Mr. LITTAUER. What is the use of keeping up those two libraries?

Mr. STILLINGS. The public document library is necessary for reference use in compiling the catalogues, and also as a key to the enormous stock which the superintendent of documents has on hand. The library is composed of the books which under the law are sent to the superintendent of documents for catalogue purposes, which must be kept on hand for future reference.

Mr. LITTAUER. It is a great expense?

Mr. STILLINGS. It is not a reference library for general use. It contains only Government documents. It is not kept for casual visitors to examine, but is kept up so that we can give the information to our correspondents. The superintendent of documents could not get along without it.

Mr. LITTAUER. How much space does it occupy?

Mr. STILLINGS. About 3,000 feet of floor space.

Mr. LITTAUER. As the Government goes on that library will have to be enlarged continually?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You have a telephone, and why could not all that be done in connection with the Congressional Library?

Mr. STILLINGS. We have that under consideration. These books are very valuable, and I think they should be in a fireproof building. The Librarian of Congress has stated that when he could get to the point where he could spare us the room he would be very glad to take them in.

Mr. LITTAUER. How are those books bound?

Mr. STILLINGS. Some of them are bound in sheep, just the same as this book here [exhibiting]. Most of them are bound in cloth or paper.

Mr. BINGHAM. Then all the reports and documents issued by the Government are retained there in your library and are bound?

Mr. STILLINGS. Most of them are bound in cloth or sheep binding.

Mr. LITTAUER. Does that cost the Government as much as \$100,000 a year in printing and binding of the new volumes which were to go into the library section in the year ending June 30 last?

Mr. STILLINGS. No, sir; there is no extra expense connected with the public documents library, except that of the salaries of the three persons employed therein. The books it contains must be furnished for cataloguing purposes by the various publishing offices at their expense, and the only added expense is that of classifying and shelving them, an expense which the law contemplates, although it does not authorize it directly. It would be impossible to comply with the

law relative to the catalogues or the distribution of documents without a library of this kind at hand.

Mr. BURLISON. There is an exact duplicate of it, too, that goes to the library of Congress?

Mr. STILLINGS. No, sir; there is not. They have a limited library of Government documents. The Congressional Library does not, except in the case of its own publications, send out to the designated depositories Congressional documents. The law provides that the superintendent of documents shall do that.

Mr. LITTAUER. But this is a reference library?

Mr. STILLINGS. Yes, sir; for official use only.

Mr. LITTAUER. It seems to me there would be a saving of \$50,000 a year in connection with this depository.

Mr. BURLISON. By transferring it to the Congressional Library?

Mr. LITTAUER. Yes.

Mr. STILLINGS. I would be very glad to have the superintendent of documents come before you and go over that matter with you. He is as anxious as you are to curtail it and bring it down closer if possible. But Government documents heretofore have been piling up and piling up, and storage room taken for them. We are seeking in every way we can to have these documents issued to the public. We have been successful, so far as the law permits us to be so, in increasing the demand for Government documents. We used this little simplified speller to help the department. When we sent that out we sent out information as to how to get other documents, and it brought in business; and our returns in the last three or four months have increased about 100 per cent. That is a big jump over last year. We could make a whole lot of improvements with the book returns we are getting, but we do not like to make too many radical changes all at once and cripple ourselves.

Mr. BINGHAM. What do your sales of public documents amount to?

Mr. STILLINGS. They are running now at the rate of a little over \$100 per day, or \$40,000 per annum. Last year they amounted to about \$16,800 per annum.

Mr. BURLISON. What character of documents sell best?

Mr. STILLINGS. I can not tell you, except in a general way.

Mr. BRICK. The Government would be getting something like \$16,000 of service at an expenditure of \$100,000. Is that correct?

Mr. STILLINGS. I did not follow that.

Mr. BRICK. I understood that to keep this library it would probably cost the Government \$100,000 a year. Did you not make that statement a while ago, Mr. Littauer?

Mr. BURLISON. Binding and all?

Mr. BRICK. I mean binding and everything.

Mr. STILLINGS. The question was not clear to me a while ago, but I understand what you mean now. There is no additional expense incurred in keeping this library, except the salaries of those required to maintain it.

Mr. BRICK. And prior to this year that was all that the Government got out of that sort of thing in the way of returns, by what you sell; and as this library is kept for publication purposes, that would be a loss?

Mr. STILLINGS. No, sir; there has been no waste in this respect to the Department; but the law puts an expense upon us from which we can get no legitimate returns. The fact that we have \$50,000 of pay roll in the superintendent of document's office is not an indication that all of that is necessary to get the documents before the public. We have to provide this catalogue, which, although it is necessary, might at least be simplified and put in better shape. The superintendent of documents has a good many suggestions to make on that—to place before the Joint Committee on Printing. He is simply a bookseller, or is intended to be.

Mr. BINGHAM. In your library is there any other relation to it than an official relation? The public can have no access to it except by inquiry as to books and the sale price of documents?

Mr. STILLINGS. That is all.

Mr. LITTAUER. Gentlemen, are there any further questions in connection with this to be asked of the Public Printer?

WATCH FORCE.

Mr. LITTAUER. Mr. Stillings, from our standpoint we desire everything that is in the executive and administrative permanent force to be notified to Congress with all changes year after year; but if in your work there is any part of it that ebbs and flows, so to speak, it should not be included. For that we are willing to give you full discretion. But we have found that lump-sum appropriations have led in the course of years, in one place or another, to extravagance, and, in addition, to unequal salaries, so that the men have been seeking to jump from one bureau to another, because in another bureau they could get higher pay with the same work.

Our duty is to recommend a like sum for like work; to know what we are doing; to criticise extravagance, you might say, in one place, or to give such a sum as our judgment may determine in another place. But in order to do this we have got to have a full and fair list of all those employed outside of your mechanical or working force. In my business at home I divide it between labor and services. The labor is piecework. Whatever it may be, that goes into the cost of every item. Then we have foremen and assistant foremen, and helpers, and agents, and porters, who go into an entirely different branch of the work. We do not want to know your workers. We do not even ask what you pay per day—

Mr. BINGHAM. He pays the market rate.

Mr. LITTAUER. Yes; but he is the absolute autocrat of what constitutes the rate.

TABULATION OF THE PERSONNEL.

Mr. STILLINGS. I have arranged this schedule [submitting tabulation]. On the first line is the Public Printer. On the next line are twelve different officers. On the line after that are the subordinate division officers, subordinate to those officers, and on the next line are the subordinate chiefs of sections and assistants. Now, here [indicating] are the productive forces of printing and binding.

Now, when you come to the superintendent of buildings the proper way to get at that is to take out that portion—that is, care of the building, the cleaners, and all that. The engineer's work is not printing and binding. Then the electrician's division and the sweepers' division—the question is, how far can we make a distinction here so that I can give you what you want?

Mr. LITTAUER. Does this chief carpenter [indicating on tabulation] do any work at all himself, or does he lay out the work of others?

Mr. STILLINGS. He has formerly been a first-class cabinetmaker. Now he lays out the work for the others.

Mr. LITTAUER. Every one of those should be transferred if they belong to the permanent organization. If they are likely to be two or three years doing the same work, year after year, you should certify them to us.

Mr. STILLINGS. Here is the only point in connection with that which I think is important. I am going into the carpenter-shop and machine-shop business, and am running a separate envelope or jacket on each job so as to compare the prices with outside shops and see if it really pays to run those shops or not. In a few months I will have data on that.

Mr. LITTAUER. We find great difficulty in dropping anyone that gets on the legislative bill. Do you find any difficulty in dropping anyone from your force down there—that is, is your force going to be lightened or increased by having it specifically set down?

Mr. STILLINGS. By having them certified it prevents them from coming in for increased pay. They would be camping on my trial all the time if it were left to my discretion. I can make this statement if the salaries are certified: "If you are not satisfied, go and get another job."

Mr. LITTAUER. The only ones you would look to would be the heads of divisions, but there must be men coming to them for increases?

Mr. STILLINGS. Yes, sir; but no changes in pay can be made without the Public Printer's knowledge and approval.

COMPARISONS OF COMPENSATION WITH OTHER DEPARTMENTS.

Mr. BINGHAM. Where you make comparisons of your force with the same force in other Departments of the Government, is your compensation larger or smaller? Do you see what I mean? Wherever you can make comparisons of your subordinates with other subordinates in other offices of the Government, is your force higher or lower? I make that inquiry because it has been discretionary with the Public Printer and because it has been statutory or obligatory with the others.

Mr. STILLINGS. It is higher in the Government Printing Office in most cases.

Mr. BINGHAM. Have you increased the compensation since you have been in charge of the office?

Mr. STILLINGS. In some cases, where the quality of work they were doing and the peculiar qualifications of the individuals warranted it, I have.

Mr. BINGHAM. But it has been most limited?

Mr. STILLINGS. Yes, sir.

ABOLITION OF UNNECESSARY OFFICES.

Mr. BINGHAM. Where have been your reductions?

Mr. STILLINGS. In the abolition of unnecessary offices.

Mr. BINGHAM. You have had more reductions than increases of force?

Mr. STILLINGS. Yes, sir. For instance, we have taken two typographical divisions, by which I mean compositors, where I have reduced the foremen and abolished the divisions and consolidated them with others. But I have also taken two technical men and assigned them to new positions where the machinery was not in good condition and needed a master hand in control of it, otherwise our labor bill would be increased.

Mr. BINGHAM. You have finished your reorganization?

Mr. STILLINGS. No, sir.

TABULATION OF THE PERSONNEL (AGAIN).

Mr. LITTAUER. Coming down to the bill, Mr. Stillings, all down to this line [indicating] seems to be a part of your permanent force?

Mr. STILLINGS. Yes.

Mr. LITTAUER. Then you come down to these assistants. That must depend on the amount of work to be done. We only want to put in men who will be at work the whole year round. We only want those in this organization who will have to be there. When you come down here [indicating], for instance, where you take your superintendent of buildings and the office of superintendent of buildings in charge of a helper, you would not name him, but you must have an engineer and an electrician and a carpenter shop, and this should come in here it seems to me.

WATCH FORCE (AGAIN).

You have a captain of the watch and certain lieutenants, and they have a watch force. Has the watch force increased or diminished in the last year?

Mr. STILLINGS. It has been diminished.

Mr. LITTAUER. Why? Is it because you do not need so many?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Are the watchmen needed in greater number if you open up a certain branch of your building than if it were closed?

Mr. STILLINGS. It would be apt to be.

Mr. LITTAUER. Would there be changes during a year?

Mr. STILLINGS. I think so.

Mr. LITTAUER. In the Library of Congress over here you know the number of watchmen required. Would you be in the same position down there in your establishment?

Mr. STILLINGS. Not now; but later on I propose to take the force from the old building into the new.

Mr. LITTAUER. Until you get it into the shape you expect to put it in, you had better certify that part which will be permanent.

Mr. BURLESON. I want this comparative statement to go into the record, because it will be of value as showing the watch force in every bureau, and it gives us an idea of the comparative salaries, so that we can have it right before us. I want that to go in, and then I want this stable business. I want them to go into the record, Mr. Stillings. You will put them in the right place, will you not?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. Very well. Verify it, and then put it in.

Comparative statement of stables, equipment, etc., of the various

Department or bureau.	Location of stable.	Horse shed.	Carriage house and wagon shed.	Harness room.	Name of foreman or superintendent.	Qualified veterinary.	Experienced horse-shoer.	Number of carriages and wagons.	Number of horses.
		<i>Sq. ft.</i>	<i>Sq. ft.</i>	<i>Sq. ft.</i>					
Treasury Department....	19th and Ets. NW.	3,348	5,022	100	W. P. Anderson.	No..	(a)	8	10
Library of Congress.....	(b)							1	
Bureau of Engraving and Printing.	B and C sts., bet. 14th and 15th.	2,250	2,910	162	Joseph Sudsburger.	No..	No..	14	14
Department of Agriculture.	13th and B sts. SW.	2,100	2,100	100	Alfred Hawkins.	No..	No..	8	8
Post-Office Department..	16th and 17th sts., bet. L and M.	690	805	20	Daniel Hyland.	No..	No..	5	5
Department of State.....	15th and 16th, bet. K and L.	660	1,100	None	John Barry...	No..	No..	6	6
Senate.....	Delaware ave. and Cst. NE.	3,450	3,288	162	F. M. Smith..	No..	No..	9	9
Department of Interior..	(j)							7	8
Department of Commerce and Labor.	1139 17th st., bet. Land M.	2,800	2,800	135	Henry C. Harris.	No..	No..	12	13
War Department.....	G st. bet. 17th and 18th.	990	1,910	(k)	Edward Quade	No..	No..	8	8
Department of Justice...	(l)							6	5
Navy Department.....	(m)							5	5
Civil Service Commission	(n)								
Bureau of Pensions.....	(o)								
Interstate Commerce Commission.	(p)								
Government Printing Office.	Lst. bet. North Capitol and 1st st. NE.	2,592	3,136	168	C. C. Weeks...	Yes.	No..	24	27

^a Contract.

^b They keep no horse, but have wagon and harness. Livery service furnished by Fred. S. Young; contract price, \$73 per month.

^c Detailed.

^d Bran.

^e Very little.

^f Don't know; they have blacksmith.

^g Also 1 sleigh.

^h Bushels.

ⁱ On cob.

^j Department horses are boarded at Bowen's livery stable, 627 New York ave. NW., \$22.50 per month. He takes care of horses, carriages, and harness. Secretary's horses boarded at Cairo stables; takes care of horses, etc., \$22.50 per month each.

Departments and Bureaus of the United States Government.

Sets of harness.	Number of drivers.	Wages paid drivers per annum.	Oats per year, each horse.	Corn per year, each horse.	Hay per year, each horse.	Straw per year, each horse.	Alfalfa per year, each horse.	Ground feed per year, each horse.	Average cost of veterinary per year, each horse.	Average cost horse-shoe bill per year, each horse.	Rubber pads, cost of each.	Leather, tar, and oakum, each foot.
{ 6 single, 4 double.	5	\$660	169½		5 4,015	1,200	None.	None.	\$8.00	\$22.68	{ a \$0.85 a 1.00 a 1.25 a 1.35	\$0.25
1 single.....	(c)											
{ 11 single, 3 double.	1	{ 720 660	146	None.	5,840	1,200	None.	d 168	2.64	30.00	{ 1.00 1.25 1.35	.....
{ 4 single, 3 double.	5	{ 720 840 600	136½	(e)	2,550	1,200	None.	None.	None.	(f)		.....
{ 3 double, 1 single.	2	{ 720 660	136½	None.	4,380	1,800	None.	d 360	2.00	48.00	1.00	.25
{ 4 single, 3 double.	2	{ 720 600	108	4	5,400	1,500	None.	h 36	.62½	48.00	1.00	.....
{ 7 single, 1 double.	3	{ 900 840 480	91½	14	3,650	1,560	None.	h 136½	None.	30.93	a 1.50	.25
{ 2 double, 5 single.	7	{ 720 660							2.50	39.00		.....
{ 6 single, 3 double.	6	{ 840 660 660	136½	None.	3,650	1,380	None.	None.	.16	30.49	1.00	.25
{ 3 double, 6 single.	6	{ 840 660 540	136½	None.	5,110	1,200	None.	None.	None.	39.14	1.00	.25
3 double, 3 single.	2	720							2.90	44.45		.....
2 double, 3 single.	3	720							2.00	60.00		.....
.....												
.....												
15 single, 9 double.	16	675.75 (q)	138	(e)	4,410	2,900 (r)	None.	d 350	None.	32.00	1.00	None.

k None; use closet.

l Horses are boarded at Love's livery stable, P st., between 14th and 15th sts. NW., \$22.50 per month each horse; takes care of carriages, wagon, and harness.

m Horses are boarded at William's livery stable, G st., between 17th and 18th sts. NW., \$25 per month each; takes care of carriages, wagons, and harness.

n Do not keep any horse, but if they want one it is furnished by the Interior Department.

o Do not keep any horse, but are furnished one by the Interior Department. They furnish their own driver at \$840 per annum.

p Has no team of any kind, nor does it have use for any.

q Average.

r On account of cement floors in stalls.

Statement of the watch forces of the several Departments and Bureaus of the United States Government.

Department or bureau.	Officers.			Day shift.		Evening shift.		Night shift.		Salaries.				Uniformed.	Armed.	Ages.			War record.				Leave in days.				
	Captains.	Lieutenants.	Sergeants.	Officers.	Men.	Officers.	Men.	Officers.	Men.	Captain.	Lieutenants.	Sergeants.	Men.			55 and over.			Under 50.	Civil.	Spanish-American.	United States Army.	None.	Rotation.	Annual.	Sick.	Special.
Bureau of Pensions.....	20	1	3	2	7	1	6	1	6	\$840	\$750	\$720.00	No..	No..	14	12	4	19	1	4	9	4	Yes.	30	60	No.	
Interior Department.....	651	5	2	19	2	13	1,200	\$840.00	720.00	No..	8	32	12	38	30	30	No.	Yes.	25	41	15	61	7	No..	30	30	Yes.
Treasury Department.....	79	1	2	1	17	1	31	1	31	1,400	900.00	720.00	No..	Yes.	2	5	4	6	1	13	13	No..	30	30	No.		
Census Bureau.....	11	b 1	3	b 1	3	4	b 1,300	720.00	No..	2	5	4	6	1	4	No..	30	30	Yes.	6	2	8	Yes.	30	30	Yes.	
Library of Congress.....	18	1	1	7	1	8	1,400	1,000.00	720.00	Yes.	5	6	8	7	6	4	2	8	4	2	8	Yes.	30	30	Yes.		
Capitol.....	66	1	3	3	22	2	22	2	22	1,600	1,050	1,050.00	Yes.	Yes.	3	20	50	18	4	51	Yes.	50	...	No.			
War, State, and Navy Departments.....	50	1	2	1	18	1	14	1	14	1,200	800.00	720.00	Yes.	No..	23	10	20	25	20	8	No..	30	30	Yes.			
Department of Justice.....	6	...	2	2	2	2	...	...	...	750.00	...	...	No..	No..	3	1	2	4	...	2	No..	30	30	Yes.	
Smithsonian Institution and National Museum.....	23	1	2	1	9	1	7	1	7	1,080	840.00	720.00	Yes.	Yes.	4	14	8	4	3	19	No..	35	30	No.			
Post-Office Department.....	28	1	2	1	8	1	10	1	10	1,000	800.00	720.00	No..	Yes.	11	13	7	12	2	1	16	No..	30	30	Yes.		
Department of Commerce and Labor.....	6	d 1	...	d 1	3	...	3	...	3	1,200	840.00	720.00	No..	No..	1	4	2	3	1	...	3	No..	30	30	Yes.		
Bureau of Engraving and Printing.....	46	1	2	1	13	1	16	1	16	1,400	900.00	720.00	No..	Yes.	9	18	20	13	2	8	24	No..	34	...	Yes.		
Department of Agriculture.....	20	1	2	...	...	...	...	...	...	1,600	840.00	720.00	No..	No..	4	18	6	...	...	16	No..	30	30	No.	
Navy-Yard e.....	108	2	2	8	f 1	f 23	...	...	...	...	...	...	Yes.	Yes.	...	...	...	...	...	...	...	Yes.	...	...	Yes.
Government Printing Office.....	70	1	5	2	18	2	24	2	22	1,300	...	...	Yes.	No..	37	39	...	76	...	...	No..	30	...	...	...

a Fifty-eight men are on watch roll, but 7 are detailed to other duties.

b Skilled laborer detailed as captain of the watch.

c Two at \$840; 4 at \$720 per annum; average shown, \$750.

d Messenger detailed as lieutenant of the watch.

e United States Marine Corps.

f Twenty-four hours on duty.

g Included in this number are 6 subwatchmen.

h Average wages per annum of day shift.

i Average wages per annum of afternoon shift.

j Average wages per annum of night shift.

Mr. BINGHAM. Do you encourage overtime?

Mr. STILLINGS. No, sir. I try to avoid it all I can on per diem workers. My officers and myself work night and day.

Mr. BINGHAM. In the carrier force of the Post-Office Department there is an absolute prohibition against employing overtime. And the great carrier force of New York City and of Philadelphia, instead of working eight hours, works seven hours and fifty minutes, or seven hours and fifty-five minutes, or seven hours and forty-five minutes. There is an absolute prohibition of running them overtime.

Mr. STILLINGS. We can not prevent some overtime work.

Mr. LITTAUER. Who gave you the present interpretation of rates of pay to watchmen?

Mr. STILLINGS. That has been in existence there for years. Here is the Library of Congress [indicating on tabulation]. I changed our captain of the watch to the salary basis of \$1,300 per annum.

Mr. LITTAUER. How many men have you under him?

Mr. STILLINGS. We have 70 men on the watch force.

Mr. LITTAUER. We give to yours \$1,300, and to the Treasury Department, with 79 men under him, \$1,400, and the captain in Library of Congress, with 18 men, gets \$1,400.

Mr. BURLESON. That ought to be changed.

Mr. LITTAUER. It is different work there from what it is here. Those are a sort of policemen over there.

Mr. STILLINGS. They are young, able-bodied men.

Mr. LITTAUER. Now, where do you get your lieutenant?

Mr. BINGHAM. What does he get?

Mr. LITTAUER. He gets \$1,030.

Mr. STILLINGS. One thousand and twelve dollars is what he actually gets.

Mr. LITTAUER. Do they get 20 per cent for night duty?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. When they exceed eight hours?

Mr. STILLINGS. Yes, sir. We have three shifts of eight hours each.

Mr. BURLESON. You will get all the help you want, so far as I am concerned, in changing and rectifying that situation.

Mr. LITTAUER. Do you mean to say that a man who is a day watchman and who works from 8 o'clock in the morning till 4 o'clock in the afternoon, as against a man who works from 4 o'clock in the evening until midnight, gets different pay?

Mr. BINGHAM. No; a night watchman is a well-defined kind of work. If you have any relation to the construction of a ship in a navy-yard, you will find it is one thing; but if you are employed as night watchman, that is different.

SATURDAY, December 1, 1906.

**ADDITIONAL STATEMENT OF MR. CHARLES A. STILLINGS,
PUBLIC PRINTER.**

Mr. BINGHAM. Well, Mr. Stillings, I suppose you are back to submit your reply to your cross-examination?

Mr. STILLINGS. Yes, sir.

PROGRESS OF REORGANIZATION.

Mr. LITTAUER. Let me ask you a general question: While a year ago you were new at the Government Printing Office and felt that it would be impossible then for you to give us a proper detailed scheme for permanent employment in your office, a year has passed by and you have found that many changes had to take place in the process of your reorganization. Has it now reached the point where you would recommend to Congress to take up your organization in a specified, itemized way—the way in which other bureaus are handled in this legislative bill? Have you gone far enough, or do you think it would be better policy to wait yet another year before beginning this organization?

Mr. BINGHAM. In that connection let me also ask how long he has been in the office?

Mr. STILLINGS. I took charge November 28, 1905. That is a little over a year ago.

Mr. BINGHAM. Very well. Now go on.

Mr. STILLINGS. I have gone only a portion of the way with the reorganizing, for the reason that the changing over of the cost-keeping and auditing system is so broad a proposition that the time I have been in office has not been sufficient to enable me to do that subject justice. I have gone far enough, however, to have established the principal organization—the framework—which puts me in touch with the various portions of the plant. I have revised the list which I originally sent you, following the hearing the other day, and the suggestions you made to me then, and I now submit a new list, which calls for approximately \$90,030, instead of \$148,970.

The original list which I submitted to you, and which appears in that book, or printed form of the bill, is less by some \$13,000 for the clerical work performed than was paid last year. This saving has been made by a gradual reduction in the force and a readjustment of some of the salaries, in the installation of a new system, which is now taking place, and in the readjusting and perfecting it to the normal conditions of the Printing Office. In this process there arise places where changes will have to be made. Less expensive people will be put in where the work will become mere routine copying instead of being left to the judgment, care, and faithfulness of individual employees. It will be scheduled in such a way that it can be checked back. Instead of running a single-entry proposition we will run a double-entry proposition, and that will enable us to reduce many of the salaries paid. Many of the principal clerical employees were drawn in past years from the ranks of the composers and other mechanical forces, because of their knowledge of printing. Those principal places will never be susceptible of very much reduction as far as the qualifications of the clerks or officers to fill the positions are concerned.

So far as their compensation is concerned, it is my intention to carry still further my researches into the conditions that prevail in other departments and make comparisons.

Mr. LITTAUER. Right there, what is your idea of the comparative duties and salaries? Do you mean your salaries compared with like employments in the Government service elsewhere, or do you mean like employments outside?

Mr. STILLINGS. Like employment in the Government service so far as it relates to that phase of the situation.

Mr. LITTAUER. Government salaries are most unequal. Sometimes you will find a salary at a very high rate of compensation, and at other times you will find one at a very low rate of compensation, and that naturally follows from the methods by which salaries are fixed. I think if you follow rigidly any comparison between your own bureau and other bureaus of the Government you will be at sea, and will not be able to get a level organization.

Mr. STILLINGS. That is true in a broad sense, undoubtedly. There are very many cases of inequality. For instance, we will take the chief engineer and his force of engineers. Their requirements are practically no different from what they would be for the Library of Congress, or the Treasury Department, or any other Executive Department where heating and electricity for lighting are concerned. In cabinetmaking this same thing holds good. In the machine shop it is the same. A comparison between the navy-yard down here, for example, and the Bureau of Engraving and Printing may enable us to make some adjustments as to mechanics, etc. I have found a wonderfully unequal condition all along the line.

I have endeavored just as far as I could to equalize in our own plant; that is, take counters, for instance, counting sheets, and I find that for some reason or other one may be receiving $37\frac{1}{2}$ cents an hour, while others remain at $31\frac{1}{4}$ cents. I have made many reductions along those lines. I have found among the helpers one man there would be getting \$3 a day and others doing the same work would be getting \$2.50. Many of these cases were called to my attention by some of the force asking for an increase, and it resulted in the whole force being placed on the same basis and put on a level. That is, the higher men were pulled down to the level of the lower ones. Yet, if there is some special reason for a distinction and better pay, I am quite willing to recognize superior merit. All such comparisons would be helpful to me so far as they might give me further light on the subject, although they would not necessarily be my guide. There are many places in the Government Printing Office where the salaries or wages run very closely to the commercial houses. In other places the wages are away up, anywhere from 20 per cent to $33\frac{1}{3}$ per cent higher than the same work would be done for in commercial houses.

Another point I wish to make is that much of the work that is now being done by certain laborers and counters will be simplified or eliminated in the process of reorganization. To illustrate: To-day we take the sheets of paper which come from the cylinder printing presses and they are sent to the counting division, and there they are counted before they go on the folding machines. I have never seen that done in any other place before. I have been working steadily to change that system. Of course it could be done over night if one wanted to do it. But if shortages occur which might be attributed to that hurried change the responsibility is mine, and I do not think it is wise to make the change until I have safeguarded the shortages which this counting system is supposed to prevent, but actually does not prevent.

In the reorganization the paper will be sent in different shape from the superintendent of supplies to the press room. The automatic

counters will be held strictly accountable. Greater care is being used now in the handling of sheets. Take this book, for instance [indicating]. On an edition of 10,000 10,400 sheets may be counted for each signature; but if somebody inadvertently spoils some of the sheets belonging to a certain signature, then you have that signature short by that many sheets or copies, and that signature has to be sent to the press again. I have been going into that item very thoroughly, and going back not to the condition but to the cause in order that the thing might be settled once for all and in order that careless conditions might be reduced to a minimum instead of coming up as they do now many times more than they should at the present, and a year ago much oftener than at this time.

COMPARISONS OF COMPENSATION.

Mr. BINGHAM. You say there are certain divisions of work in your establishment where you pay 20-odd per cent and more for work than is paid outside?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. When you say that do you mean a comparison of the result of a day's work or do you mean a comparison of an eight-hour day's labor in your department compared with the nine or ten or twelve hour day's labor results elsewhere?

Mr. STILLINGS. The comparison is made on the wage scale without regard to the product, and largely on the eight-hour basis, for the reason that most of the commercial establishments are working on an eight-hour basis where they employ per diem employees. The majority of printing concerns are working eight hours daily. In the case of piecework it is different.

Mr. LITTAUER. You find no salaries lower, do you, in the Government employ than those outside?

Mr. STILLINGS. I have not found any yet except among the principal officers. For the responsibility they carry they are underpaid. Take the question of messengers. The average messenger, I find, in the Departments is paid about \$60 a month, or \$720 a year. Our rate here runs as high as \$900.

Mr. LITTAUER. Is there not a statutory salary for messengers?

Mr. COURTS. The statute fixes the salary of messengers at \$720 and \$840. If you mention messenger simply, without naming the salary, he can not get over \$840.

Mr. STILLINGS. In so far as these comparative bases go, we do not use messengers in the printing business. We use errand boys, and pay them three or four or five dollars a week. Any improvements along those lines I am perfectly willing to recognize, and I am ready to adopt any changes that are reasonable and fair and which will not in the end cripple our office. Take it among the messengers and laborers. We want a good class of men, and we want to pay them reasonable wages compared with outside conditions. They should be equalized so that they will be contented. They are not so now. For some reason or other, whether from bad judgment or otherwise, it is shown that they are dissatisfied with their pay. Sometimes I have straightened that out; sometimes in an easy way, and sometimes in a harsher way, to get the necessary results.

I am of opinion that these daily reports, about to be put in active use, as they come down month by month will enable us by comparing the output of the men, by reorganizing and readjusting and changing the conditions of the office we shall be able to submit to you next year a fairly normal schedule of organization. Just what that contemplates at this time it is impossible for me to say, except this, that the work which many of our clerks are doing now, taking them many hours over the regular eight hours a day, will be so simplified and reduced that we will find the work done, with time on their hands, and then will come the question of how best to assign the clerks; and in the doing of it it will undoubtedly be found that some men render services that are not as desirable or valuable as others, and those inferior men will either be reduced or dropped.

I have felt, and I think any other fair-minded man would feel likewise, that with the pressure to keep up with the work and the necessity of the clerks to work nights, it would be bad judgment and downright unfair to reduce salaries under these conditions, and I have not felt it right so far to do so, and have not done it. But whenever a man getting \$1,800 has resigned, I have gone into the work he did very carefully to see whether his work really merited that much money any longer, and when I appoint a new man in such cases I have not necessarily appointed him to the same salary. Of course that creates pressure. "The other man got it," the new appointee will say, "and why not I?" But by putting them under this classification in the legislative bill that would be stopped. The duties would be clearly defined.

CONSOLIDATIONS EFFECTED.

However, we would not be warranted to-day in specifying all these different positions. It would be very difficult to do it. I realize the absolute necessity of getting these things right, but I do not think I am mistaken in going back to the fountain head and getting matters so adjusted that, blow high or blow low, we ought to be somewhere near right. Whether radical changes are made or not, the final schedule would be susceptible of changes where necessary, so that a specific item could be altered in one place without touching others. For instance, the foreman of printing has a large clerical force under him for the receiving and handling of the work that must be set in type and printed. You find two clerks at \$1,800 each in the office of the foreman of printing, and stenographers and office hands, and in the office of the foreman of binding it is the same way in a lesser degree, and likewise in the office of the chief clerk and chief inspector. Much of that work is a repetition of what is being done by the force under the chief clerk. All the clerical work ought to be consolidated under one division, and we ought to consolidate all our messengers in one division, and arrange our messenger system and clerical system in such a way that, instead of having clerks and messengers sitting around between gaps, we can consolidate them and get the proper results.

Now, a reorganization when finally completed means the elimination of that force of clerks under the foreman of printing and under the foreman of binding, and the elimination of duplicate records. There is no advantage in the foreman of binding's office having

clerks, keeping roll entries of his force, when the time room is doing exactly the same thing. All that work is duplication.

When I feel safe in discontinuing the old system I will do so, and then the new clerical work will go on, and when the returns come in they will be actual returns and not theoretical ones. That is the proposition I am working on steadily and thoroughly, and I am confident that in a very few months from now I will get that thing adjusted right. The foreman of printing and other similar offices are not clerks or bookkeepers. They are supposed to be, and must be, good executives who understand their business, able to take that portion of the load off the shoulders of the Public Printer. The Public Printer depends on them for the careful selection of the officers he needs and to execute his orders. There is no necessity, however, in their offices for very many clerical employees, if any.

When it comes to bookselling, as in the office of the superintendent of documents, that is another proposition. In that I believe we may, in some respects, make a consolidation. We shall be less exacting in our pruning there for the reason that bookselling is a very different proposition from the manufacturing of books. There is a distinction, such as the distinction between the edition bookbinder or the edition printer, who delivers books to the publisher, and the publisher himself. There is the situation as we find it to-day. It has been modified and simplified a good deal, and the expenses have been reduced by me very materially under present conditions.

Now, take the press rooms, for instance, in speaking of a consolidation. We have a job press room in one part of the building, in an upper floor, and a book press room on a lower floor. I appointed a foreman of presswork. We consolidated the two divisions and thereby increased the output. I can get quick and intelligent action in that department whenever the necessity arises. This consolidation has brought about a saving of floor space and an increase of output. Under this arrangement all presses will make a better showing.

MR. LITTAUER. Have you brought the upper and lower ones together in the same place?

MR. STILLINGS. We are bringing them together. I have been criticised for abolishing the second and third typographical divisions and consolidating them with the fourth, making two divisions instead of three, in the doing of which two foremen were reduced. They claim that the economical motive which I assigned for that move was not a just or sincere one, because I immediately authorized expenditures in other directions. It is true that I did so authorize expenditures in other directions, but if we had gone ahead and made other changes and left those people where they were, we would have had more expense than we have now. I have also appointed superintendents or foremen over linotype and monotype machinists, in order to insure the machines being in first-class shape all the time, so that operators would have every facility for rapid and correct work.

MR. TAWNEY. This supervision over these machines also tends to prolong the life of the machines?

MR. STILLINGS. Yes, sir; and not only that, but it prevents the delay which would be caused by the machines being in bad condition. We took a linotype machinist, at something like \$1,300, and increased him to \$2,000. We took a monotype machinist and made him the superintendent of keyboards and casters and increased his pay.

"Heavens!" the kickers say, "he has put out two men and put in two men. It is rank favoritism." That is merely an illustration of things that may come to you in the way of complaints, that the Public Printer has been unnecessarily spending money. But I believe in that case the money has been well expended.

PROPOSED CLASSIFICATION.

I have this list here [producing statement] of the corrections I have made in the roster of positions. Shall I read it to you?

Mr. BINGHAM. Yes.

Mr. STILLINGS (reads). "For the Public Printer, \$4,500; private secretary to the Public Printer, \$2,250; one stenographer, \$1,000." I have dropped three clerks and put in one stenographer. "Chief clerk (including \$850 for supervision of buildings), \$3,600."

CHIEF CLERK AND SUPERINTENDENT.

Mr. LIVINGSTON. Can the chief clerk do his work and still be superintendent of the building?

Mr. STILLINGS. Yes; I believe he can under the reorganization, and my authority or precedent for that is a comparison with the chief clerks of the Treasury Department and the Post-Office Department. I find that they have the general supervision of their buildings there. It seems that some officer close to the Public Printer should have a general knowledge of the conditions in that plant. The words "chief clerk" seem to be susceptible to a great many interpretations according to the duties assigned to him in the various Departments of the Government. The chief clerk in our office has been a sort of Deputy Public Printer heretofore.

Mr. LITTAUER. Don't you think the designation of Deputy Public Printer would be a better one than that of chief clerk? He acts when you are absent?

Mr. STILLINGS. Yes, sir. The law provides that our chief clerk shall act.

Mr. LITTAUER. I believe that the designation of chief clerk is going to lead to some difficulty. It does not properly designate the officer or his service.

Mr. STILLINGS. It is a question, Mr. Littauer, whether the chief clerk's duties should be strictly those of chief clerk or not. If they are, I am of opinion that such service is not worth what he is getting now, \$2,750. But if he is going to be assistant to the Public Printer, that is another proposition.

Mr. LITTAUER. But you say to-day that he is assistant to the Public Printer?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Does your proposition contemplate a man to fill the office of chief clerk or a man who is practically a deputy?

Mr. STILLINGS. He has charge of all the accounting—of all the cost keeping. Everything comes through his hands to me. He is responsible for the proper management and assembling of all that work.

Mr. TAWNEY. Then his work is practically that of an aid or assistant to you, rather than that of supervising the work of other clerks?

Mr. STILLINGS. Largely so. I think in a general way it is necessary that the man next to me should have the supervision of that portion of the work and be in close touch with the details of it, in order that he may give me correct information and take that portion of the load off my shoulders personally.

Mr. BRICK. If anything happened to you, or you were away, he would act in your stead—the chief clerk would?

Mr. STILLINGS. Yes, sir.

Mr. BINGHAM. Is he a printer?

Mr. STILLINGS. Yes, sir. He had been the foreman of printing for many years, and succeeded the other chief clerk when he died a few years ago.

Mr. BINGHAM. There is one question about which I want to make an inquiry. As I understand it, in the Printing Office you have indicated a body of subordinate force which you have heretofore paid under the appropriation in the sundry civil bill. Is that correct?

Mr. STILLINGS. Yes, sir.

OVERTIME WORK.

Mr. BINGHAM. Then all these men whom you have indicated have heretofore for overtime received an overtime additional allowance. Is that so?

Mr. STILLINGS. No, sir.

Mr. BINGHAM. Wherever they have worked overtime have they received your rule of percentage of overtime?

Mr. STILLINGS. Only those who are per diem employees make overtime. The employees on annual salary do not receive compensation for overtime. If they are required to work overtime they do it gratis. They receive no compensation for overtime work.

CHIEF CLERK AND SUPERINTENDENT (AGAIN).

Mr. LIVINGSTON. Now, Mr. Stillings, a chief clerk can not be expert in taking care of buildings simply because he is a printer and understands printing and all that. What facility has he for taking care of the building? Why not have another man for that work?

Mr. STILLINGS. There you strike another proposition that comes a little further on. I notice the Library of Congress has a specific appropriation for the superintendent of the building and his cleaners and all who come under him. In my present organization I have a superintendent of buildings who was formerly chief engineer. I pay him \$2,250 per annum at the present time. He has under him four or five divisions—the engineer division, with a chief engineer at \$1,800; an electrical division, with a chief electrician at \$1,800; a machine shop, with a chief machinist at \$1,800; a carpenter shop, with a chief carpenter at \$1,500, and the cleaner's force, which averages in cost \$97 a day.

Mr. LIVINGSTON. Really that superintendent and his force takes care of the building. If that is so, then I see no necessity for this man meddling with it at all.

Mr. STILLINGS. Ultimately, if I made an arrangement of that kind, this item could be stricken out, but as it is now I think it is necessary

for the maintenance of the building. It is a matter of personal indifference to me how that is arranged, except this, that if the man who attends to the clerical work keeps me in touch with the work and can supervise the general control of the building, he would bring me in closer touch with that subject than if I had another officer to do it, and the many changes we are thinking of now would not be necessary; that is, the tearing out of walls, and installation of machines would already have been done. That will be out of the way, and I fail to see why it would be necessary then to have a separate superintendent of buildings to see that the place is kept clean. We have no grounds to look after, as has the Library of Congress or the Treasury. The building itself, of course, is susceptible of a good deal of care, because we have a large force of employees there.

Mr. LIVINGSTON. But you have a lot of small rooms, and you pack them full of people. The chief clerk can not be up there to see if they are properly ventilated. The superintendent of buildings ought to be responsible for everything of that kind—the lighting, the ventilation, the heating, the cleanliness of the building, and everything of that kind.

Mr. LITTAUER. It is supposed to be so down in the Treasury Department, and the chief clerk does it.

Mr. LIVINGSTON. The chief clerk doesn't personally have anything to do with it, and it is generally done by a little deputy.

Mr. STILLINGS. We have subordinates to look after the details.

Mr. LIVINGSTON. Of course the chief clerk never sees to anything about the building. His subordinates do it, but he gets the pay. He does not see it. He is sitting in his room all day long, all week long, and all month long, if he is chief clerk.

Mr. STILLINGS. My chief clerk will not do that.

Mr. LIVINGSTON. I was going to make to you this suggestion: Chief clerk and assistant to the Public Printer at \$3,600.

Mr. STILLINGS. If you look at the Bureau of Engraving and Printing you will find there is a Deputy or Assistant Director, or something of that kind.

Mr. LIVINGSTON. You have no assistant director?

Mr. STILLINGS. No, sir.

PROPOSED CLASSIFICATION.

Mr. LITTAUER. You had better give us the rest of your scheme.

Mr. STILLINGS (reads): "Cashier and paymaster, \$2,500."

Mr. LIVINGSTON. Do you mean a disbursing officer?

Mr. STILLINGS. No, sir. He pays out the money to the employees, and has to give a bond of \$25,000.

Mr. LIVINGSTON. What is he called in the other Departments? Is it disbursing officer?

Mr. COURTS. Yes. The law makes the Public Printer disbursing officer, and he is bonded as such.

Mr. STILLINGS. I am bonded to the Government for \$100,000, and the cashier and paymaster is bonded to me for \$25,000.

Then there is one paying teller at \$2,000. He is assistant to the cashier and paymaster. Then there is one messenger at \$840. When the paymaster or paying teller goes to the Treasury to get money, he is furnished with an official carriage to do it, and he is accompanied

by an official messenger, who is armed, wherever he goes to pay out funds.

Then comes the chief inspector and purchasing agent, \$3,600; one clerk of class 1, \$1,200. That is his office clerk. Then comes the superintendent of documents, \$3,000; chief clerk to superintendent of documents, \$1,800. That designation may be wrong, but we call him that now, at the present time; chief clerk to the superintendent of documents, \$1,800. He is practically the chief clerk, and has charge of the clerical force. Then comes the clerk in charge of the Congressional Record at the Capitol, at \$2,500. I have asked for an increase there of \$500.

Then, there is the foreman of printing, \$2,500, the same as before; foreman of presswork, \$2,500. That is an office of my own creation, brought about by the necessities of printing and binding to-day, made necessary by the heavy volume of work. Then comes the foreman of binding, \$2,500. That position is a statutory office, and pays now \$2,100. That is a ridiculous sum, when you consider that his subordinate foremen are rated at \$2,000. A foreman of binding should be worth from \$4,000 to \$5,000 a year, in order to handle that proposition successfully. But I believe that \$2,500 is just, compared with these other salaries. The next is superintendent of supplies, \$2,500. That also is a new office of my own creation, succeeding the superintendent of the paper warehouse and incorporating the bindery supply room, which has been abolished and consolidated with the superintendent of supplies. The name describes his duties. He receives all supplies and materials, and lists them in his books; and they can only be secured in any portion of the office through vouchers.

EFFICIENCY RECORD SYSTEM.

Mr. BINGHAM. Have you a system of efficiency records whereby you know that the mechanics do a fair day's work?

Mr. STILLINGS. We are installing an efficiency system now. A record is turned in every four hours. A system prevailed there in some of the departments in a very irregular way. We have now standardized it in a regular way from the composing room to the stables. Then here is the captain of the watch, \$1,400.

INSPECTOR OF PAPER AND MATERIAL.

Mr. LITTAUER. What provision have you made for the inspector of paper and material, which is an adjunct of the Joint Committee on Printing of Congress?

Mr. STILLINGS. I left that out in order to consult with you about it and talk it over with the Joint Committee on Printing. There should be some further provision in there in order to get the service we ought to have. It is too important a post to be handled as it is at present.

WATCH FORCE (Again).

As to the captain of the watch, whose salary I suggest here be made \$1,400, I am paying him now \$1,300 for three hundred and sixty-five days' work; for work every day including Sundays and

holidays. He got approximately \$1,235 before I came in. I raised it to \$1,300. I find that the Bureau of Engraving and Printing pays \$1,400, and it seemed to me to be only fair that he should be rated on the same basis as that of a smaller bureau.

Mr. LITTAUER. You say he has earned how much?

Mr. STILLINGS. About \$1,235. Last month I promoted him to \$1,300. We have five lieutenants of the watch.

Mr. LITTAUER. What do you pay them?

Mr. STILLINGS. I have recommended these to be the same as those in the Bureau of Engraving and Printing, at \$900 each. They are receiving now, approximately, the lieutenants on the day force \$1,000; and on the night force, with 20 per cent more, \$1,200 apiece, approximately; so that I have endeavored to put them on the same basis as those of other bureaus. I have provided also for 64 watchmen. We have 70 now.

Mr. LITTAUER. You have provided for them at the usual annual compensation of \$720?

Mr. STILLINGS. I have not found here any statement made as to what the annual compensation is, and it seems to me it ought to be stated clearly.

Mr. COURTS. That is a provision in the bill.

Mr. LITTAUER. We have a provision now, second section of the bill, giving the grades and rates of compensation.

TELEPHONE OPERATORS.

Mr. STILLINGS. Now, in regard to the telephone operators, we can easily settle this proposition once for all by incorporating it in this bill.

Mr. LITTAUER. Do you need a day and a night operator?

Mr. STILLINGS. We have two in the day. But it is too important a business to take any chances on one slipping up. In the sessions of Congress those wires are particularly busy. It is a double switch-board. We have six departmental lines and nine trunk lines. Of course when Congress is not in session there is not the same strain on the boards as when Congress is in session.

Mr. LITTAUER. Who does the night work there?

Mr. STILLINGS. We have no night work except during the sessions of Congress, when we take one of our doorkeepers and pay him a per diem rate.

Mr. LITTAUER. What is that rate?

Mr. STILLINGS. Three dollars a day. He is one of the guides who go with visitors about the building.

Mr. LITTAUER. That is practically a rate of \$1,200 a year?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. How are you going to take care of that?

Mr. STILLINGS. If the two telephone operators are provided, so far as handling the night service is concerned we will have to make other arrangements. It strikes me it is good business management to get an understudy with such a work as that.

Mr. LITTAUER. I can not understand why one switch-board operator can not take care of your switch boards. How wide is it? How many stops has it?

Mr. TAWNEY. You have only a hundred drops?

Mr. STILLINGS. We have 210 drops.

Mr. TAWNEY. It is about as wide as the panel of that door [indicating]?

Mr. STILLINGS. Both boards are as long as this cabinet here [indicating].

Mr. LITTAUER. Why can not one operator do it?

Mr. LIVINGSTON. He has told you already that one operator might be sick or off.

Mr. STILLINGS. We should have an understudy.

Mr. COURTS. As to night service, I have found some difficulty in getting connection with that office at night. They would seem to fuss around, and had to go upstairs and downstairs after somebody, or get somebody up. They did not seem to be able to buckle up properly. When Congress is in session and committees are running it seems to me that switchboard ought to be operated constantly.

Mr. STILLINGS. We do operate it up to midnight during the sessions of Congress.

Mr. LITTAUER. Have you included in your recommendation here those two telephone operators?

Mr. STILLINGS. No, sir; I have not. If you put in two telephone switchboard operators here for day service, when it becomes necessary to operate one at night during the sessions of Congress, does that prohibit me?

Mr. LITTAUER. Oh, no. You can detail. At least all the bureaus do detail, where it is necessary to do the work.

Mr. STILLINGS. If it should be provided here and covered in any way, it would be a very good thing. Whatever you want to incorporate in here should be done in such a way that there can not be any "come back" on it. We will stick right to the text.

Mr. LITTAUER. My idea of what you should have down there is one telephone switchboard operator at \$720, and one day and one night assistant telephone operator at \$600.

Mr. STILLINGS. Let it go as one day operator at \$720, and one day assistant switchboard operator and one night assistant switchboard operator at \$600 each.

Mr. LITTAUER. Very well.

Mr. STILLINGS. Then it is in my discretion to employ the night one whenever I please, but I am limited to the amount, \$600?

Mr. LITTAUER. Yes, sir.

Mr. STILLINGS. That is fair.

WATCH FORCE (AGAIN).

Mr. BURLESON. What are you going to do about stopping this overtime pay for watchmen down there?

Mr. LIVINGSTON. We have not got to that yet.

Mr. LITTAUER. Have you any further recommendations, or have you finished your list?

Mr. STILLINGS. I explained the other day what their recompense is.

Mr. LITTAUER. How many watchmen have you now, and how many do you propose in your reorganized force?

Mr. STILLINGS. I have 64 regular watchmen now and from present appearances will require them all, for a while, at least.

Mr. LITTAUER. The rate of compensation for watchmen generally throughout the Departments is \$720.

Mr. STILLINGS. There is just one point, in fairness to these watchmen. In the Departments, I understand, in addition to the regular leave, they have a sick leave. With us the rule is hard and fast, and when a man has used up his regular leave his sick leave is docked.

Mr. LITTAUER. The Treasury does not use an average of six days, including not only the watchmen but the clerical force.

Mr. STILLINGS. I am speaking only of the watchmen, who are perhaps a more feeble set of men than the clerks.

Mr. BURLESON. That could be remedied. As you remember, that was recommended by Mr. Keep, by adopting a rule of fifteen days, and when they fail to use up those fifteen days they will be credited on the next year.

Mr. STILLINGS. We have no discretion on that matter, and I do not think it is quite fair to the watchmen.

Mr. TAWNEY. But these watchmen have their thirty days' leave as a matter of legal right. The watchmen in the Departments here have it only in the discretion of the head of the Department, and do not always get their thirty days' leave because of that fact.

Mr. STILLINGS. I understood the law was very clear; that a man could claim it, but that he forfeited it unless he took it.

Mr. TAWNEY. We encountered that last year to the effect that it was actually accumulating.

Mr. BINGHAM. Do your watchmen do only inside work?

Mr. STILLINGS. There are three or four who do work outside in the courtyard, but in general they are inside. That is the one point that was brought up when I went into this watchman proposition, that they did not get the same consideration that they received in the Departments, and that was some excuse for the present condition.

Mr. LIVINGSTON. You might soften that feeling somewhat by repeating what Mr. Tawney has said, that down there it is mandatory, whereas with the Departments they may get six or ten days or may not. It rests with the Departments.

Mr. STILLINGS. I will have that looked into and see what they actually do take.

Mr. LITTAUER. Does that complete you?

Mr. STILLINGS. Yes, sir. That completes the proposition.

Mr. LITTAUER. And this is as far as you feel warranted in going at this time?

Mr. STILLINGS. Yes, sir. These are standard positions and would not be changed by anything that I have in mind.

Mr. BURLESON. Your conclusion is that at your next hearing, next year, you will be able to submit some pronounced economies?

Mr. STILLINGS. I hope to present such a thorough scheme of organization as will be of permanent benefit to the service.

TUESDAY, November 27, 1906.

LIBRARY OF CONGRESS.

STATEMENT OF MR. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

CHANGES IN DESIGNATION OF DIVISIONS.

Mr. LITTAUER. Let us get through with our routine by turning to page 45 of the bill, where you have asked us to change the designation of your mail division to "mail and delivery."

Mr. PUTNAM. That is to accord with the fact. This division includes our delivery service. We have wagons running to the houses of Senators and Representatives and to the Departments, to which we deliver books daily. All these changes in phraseology proposed are simply to accord with the facts.

Mr. LITTAUER. Has the delivery of books about town for many years been connected with this division?

Mr. PUTNAM. Ever since the Library was in that building.

ASSISTANTS, DIVISION OF MAIL AND DELIVERY.

Mr. LITTAUER. Why do you need these extra assistants?

Mr. PUTNAM. They are not extra. They are inserted here instead of as "attendants" under packing and stamping on page 46. They are really in that division of mail and delivery.

Mr. LITTAUER. What do they do?

Mr. PUTNAM. They stamp the books with the date of receipt—anything that comes in, including all the copyright deposits. They also unpack. "Packing" is packing material sent out.

Mr. LITTAUER. Packing for the mail or for delivery?

Mr. PUTNAM. For the mail and delivery.

Mr. LITTAUER. Would the stamping work be continued in the same division?

Mr. PUTNAM. Yes, sir. It is part of the regular work of that division.

CHANGES IN DESIGNATION OF DIVISIONS (AGAIN).

Mr. LITTAUER. Now, in the same way your designation for "order and accession," on page 46, is for a similar reason?

Mr. PUTNAM. I have asked for that specification, "accession," to conform with the facts. Almost every year there is an inquiry, "Why do we need thirteen people just to purchase \$95,000 worth of books?" That division does more than the mere purchasing. It does what in libraries is generally called accession work. "Accession" is a technical term, just as "shelf" is and "cataloguing."

Mr. BURLESON. In library work?

Mr. PUTNAM. Yes, sir.

Mr. LIVINGSTON. What is the difference between accession and purchase?

Mr. PUTNAM. Accession is the process applied to the book after its receipt. They have an accession record in which the book is entered.

Mr. LIVINGSTON. Why do you want to strike out "purchasing?" Don't you want to leave that in?

Mr. PUTNAM. No. That word is simply a word of explanation in lieu of "order."

Mr. LITTAUER. Would not the country understand it better by "purchasing and accession?"

Mr. PUTNAM. No. I thought two technical terms would be better than one popular and one technical term. But still "purchase and accession" would convey the meaning.

Mr. LIVINGSTON. If you had it "purchasing and accession" the House would understand it.

Mr. PUTNAM. Either would be perfectly satisfactory to our purpose.

Mr. LITTAUER. Why do you add in the next paragraph the words "and shelf?"

Mr. PUTNAM. That is also a technical term, including the caring for material on the shelf and checking up by way of an inventory. An ulterior reason for these designations is this, that other libraries are comparing our organization with theirs. Take the Boston Public Library, for instance. They will look for corresponding provisions here and will not understand that the work of their shelf department is included under the work of our catalogue department.

Mr. LIVINGSTON. Is that word "catalog" a library term, too?

Mr. PUTNAM. Yes; that has a technical library significance.

Mr. TAWNEY. Is there any other library in the country where "catalogue" is spelled that way?

Mr. PUTNAM. Yes; I think so, generally, in technical library publications, not necessarily in the popular literature of libraries.

"CHIEF ASSISTANTS."

Mr. LITTAUER. Now, Mr. Putnam, I notice that you have again recommended that the various assistants in your bureau be called "chief assistants," and that their salaries be raised from \$1,200 to \$1,500 a year. This has been your recommendation for a number of years?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Now, is there any good or new and strong reason why this should be done at this time? I notice in your "order and accession" division, as you call it here, the assistant receives \$1,500. When did he get that \$1,500?

Mr. PUTNAM. That salary was advanced, as were those of others, some years ago.

Mr. LITTAUER. We have advanced that one in preference to others?

Mr. PUTNAM. Several others were advanced. The one in the manuscript division was advanced. Some were left stranded, and were never dealt with.

Mr. LITTAUER. You explained a number of years ago that it was in accordance with the scheme of reorganization.

Mr. PUTNAM. Yes; I submitted a plan of reorganization of the Library, which embraced what seemed to me to be the minimum in recognition of the work to be done. Now these eight recommendations would form the residuum of recommendations involved in that plan which have not yet been approved and adopted. Of course there is something special to be said of each of those eight cases.

I have said it several times, and I have not thought it right to trouble the committee with it again.

Mr. LITTAUER. You have a bindery over there?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. This man has nothing to do with the binding, but gives out the work?

Mr. PUTNAM. No; he makes up the material for the binders, determines the lettering, and makes a list of what goes into the bindery and checks what comes back. Now he has to handle all the languages which appear on the backs of those books, and there are a hundred of them; a hundred different languages and dialects. This man is a college-bred man. He was acting librarian of the State library of New Hampshire for three years. He has been with us a number of years.

Mr. LIVINGSTON. What did he get up there?

Mr. PUTNAM. I do not know, as acting librarian something over \$2,000, I think. That happens to be that particular assistant.

In the case of the next one, the chief assistant to the chief bibliographer, there is a man who is a college-bred man, who has been working in this library for a number of years. He has gained great facility in bibliographic work. Research such as his would be bibliographic work; research such as is of use to Senators and Representatives in Congress, amongst others. I had a curious testimony to the breadth of his knowledge yesterday from a Hindoo who is here, and who is going to Baroda; a graduate of the University of Cambridge, England, and who is in search of a bibliographer to take out to Baroda to assist the Gaekwar of Baroda in building up the library there. I suspect that he is going to try to get Mr. Slade to fill that position. Mr. Slade knew of authorities in this visitor's own subject which the Hindoo had never heard of, in spite of his investigations at Cambridge.

Mr. LIVINGSTON. What was your reason, on page 50, in favor of increasing the salary of that manuscript chief? Wasn't it the simple fact that he was worth more than the other chiefs?

Mr. PUTNAM. I think it was the more intricate work. In the divisions of the Library where the chiefs are paid only \$2,000, as in the music division, the assistant might stop at \$1,400. Where the chief is paid \$3,000 it means a division of greater responsibility, requiring also a higher degree of learning, and the assistant ought to have \$1,500. If there is any distinction on our present rolls it would seem to be that.

COMPARISON OF SALARIES.

Mr. BURLESON. You spoke of the Boston Library a moment ago. Have you ever compared the salaries paid to the employees of the Boston Library with the salaries paid here?

Mr. PUTNAM. Yes, sir; I was at the head of that library for four years.

Mr. BURLESON. How do they compare?

Mr. PUTNAM. Positions of equal dimensions, you might say, in the work they have to do and the qualifications called for, are paid about alike. For instance, the superintendent of their reading room gets \$3,000. The superintendent of our reading room gets \$3,000. The

chief of their division of documents gets \$3,000. They have not as many divisions as we. Theirs is a library with a popular side, not so much of a research side. They have not so many departments handling difficult material in a scientific way.

Mr. BURLESON. They have not as large a number of employees?

Mr. PUTNAM. Not so many of high rank, but they have a larger number in the Boston Library and the branches who are doing simple ordinary work through a circulating library. On the other hand, we are primarily a reference library. Where there is a basis of comparison and the work is any way analogous, the salaries are about the same.

SMITHSONIAN DEPOSIT.

Mr. LITTAUER. In the Smithsonian deposit the chief is paid at the rate of \$1,500, and you recommend his chief assistant to be paid \$1,500 also.

Mr. PUTNAM. Yes; the chief is down at the Smithsonian, and not at the Library. He attends to exchanges, and his headquarters are at the Smithsonian Institution. The man in actual charge of the collection here is at the Library and is what is called the chief assistant. He has been twenty years in the Government service.

Mr. LITTAUER. What work does he do?

Mr. PUTNAM. That is a collection of scientific serials, the most important in the world.

Mr. LITTAUER. The most important in the world?

Mr. PUTNAM. Yes; provided it is not allowed to languish; provided we keep it up. It has within it certainly the elements of the most important research collection in the world, because it represents the returns to the Smithsonian in the exchange of its publications for the publications of other learned societies, and there are over 30,000 throughout the world on its exchange list. This collection has been in the custody of the Library of Congress since 1867, but of course it was shamefully neglected over here. A great many sets were imperfect. We are completing them as rapidly as practicable. We are in constant solicitation for additional material, and the material has to be classified and catalogued and made of use to scientific investigators, who are the men who chiefly use it.

Mr. LITTAUER. Then, this has to be a well-educated and intelligent man?

Mr. PUTNAM. Yes; he is. He is a man old in the service of the Government here and in scientific work. He was in the Coast Survey for a time. He was over at the Naval Observatory. He did technical work as well as library work in the Government service before coming to us.

Mr. LITTAUER. Yet his salary is only \$1,200?

Mr. PUTNAM. Yes.

Mr. LIVINGSTON. How old is he?

Mr. PUTNAM. He is a man of 48 or 50 years. He is a married man.

MESSENGER BOYS.

Mr. BURLESON. I notice each of these divisions has a messenger or messenger boy.

Mr. PUTNAM. Yes.

Mr. BURLESON. Take the division of maps and charts. What use have they for a messenger boy?

Mr. PUTNAM. First, for wheeling trucks and bringing material to and fro from the cataloguers. Cataloguing goes on in all the divisions handling special material. For instance, in the division of maps and charts they are cataloguing maps.

Mr. BURLESON. Don't you ever finish this cataloguing?

Mr. PUTNAM. I do not think any library does.

Mr. BURLESON. You do not have a boy constantly running this truck?

Mr. PUTNAM. When he is not running the truck he is putting on labels and affixing stamps.

Mr. BURLESON. Don't you ever finish the putting on of labels?

Mr. PUTNAM. Not when the material still keeps coming in. Last year there were 7,000 maps added to the collection. There were 25,000 pieces of sheet music, obtained by copyright.

Mr. BURLESON. That is on the average of 20 maps a day. You could put a label on every one of them in twenty minutes.

Mr. PUTNAM. Yes; but they have to be catalogued.

Mr. BURLESON. And he could run them all on the truck in twenty minutes.

Mr. PUTNAM. In cataloguing they consult existing material back and forth all the time.

Mr. BURLESON. Do you mean seriously to insist here that there is a necessity for a messenger boy here?

Mr. PUTNAM. If we did not have him we should have to use a \$720 attendant.

Mr. LIVINGSTON. That is the reason why the committee gave it.

Mr. BURLESON. You say it is absolutely necessary to have one in every division?

Mr. PUTNAM. Oh, yes; in several divisions more than one. There were 26 of those positions created at my request. We were using \$700 and \$900 people for work which a high school graduate would suffice for. Every one of those boys and a few girls are kept incessantly busy. You would have no idea of the amount of reference back to the main collection unless you should spend a day in one of those divisions; and whether the reference is back to the main map division or to the collection of books and pamphlets in the ordinary stacks, these young people are kept incessantly busy. They are not outside the building at all. We call them messengers, but they do a lot of manual work in addition to the messenger work proper.

BOOKBINDING.

Mr. TAWNEY. There is a question here, Mr. Putnam, that I want to ask you. It was brought out at the hearing before this committee at the last session in regard to the bindery over there. I know this bill does not carry an appropriation for binding, but you stated that there was a large number of volumes that had to be bound, and also gave the committee information as to the relative cost of binding them, as compared with the cost of binding them in other libraries. Has there, during the past six months or past year, been any improvement in the work of your library in connection with the binding, as to the amount of work done, or the quality of work, or the expense?

Mr. PUTNAM. There has been an improvement, certainly, in efficiency and in quality. There has been an improvement in every respect in all our relations with the Government Printing Office, including printing as well as binding.

Mr. TAWNEY. Do you think the binding costs as much now as it did a year ago?

Mr. PUTNAM. I should doubt that. I think there is more snap in the work, in the way of handling it, and the efficiency of some of the work done by employees who are assigned for the purpose from the Government Printing Office is quite remarkable.

Mr. TAWNEY. The improvement in efficiency?

Mr. PUTNAM. Yes; the improvement in efficiency, as compared with people ordinarily outside, and in absolute attention to duty.

Mr. TAWNEY. Is this work of binding these old volumes progressing more rapidly now than heretofore?

Mr. PUTNAM. Yes, sir; we are making up a considerable amount of arrears. Of course, we are binding currently a large amount of material which comes to us in paper, and we are binding up the accumulated numbers of serials and periodicals, magazines, etc. There is always that work to be done, but the back work we are making up gradually.

LAWS LIBRARY—INDEX TO STATUTES AT LARGE.

Mr. LITTAUER. Now, in connection with the law library, as to the man at the head, who has been hitherto called "custodian," you ask to have his title changed to "law librarian." I notice that the appropriation that went into the sundry civil act last year increased this man's salary \$500 because of his being placed in charge of the index and digest and compilation of the Statutes at Large, who was called "librarian."

Mr. PUTNAM. Yes; I noticed that, but I did not draft that. That is the fact, however.

Mr. LITTAUER. Does this man, whom you call "custodian," receive that, or will he receive that?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Now, in connection with this new index of the Statutes at Large, how many years is it going to take to complete that?

Mr. PUTNAM. On a question like that, the best information would be from the law librarian himself, who is here.

Mr. LITTAUER. It reads here:

To enable the Librarian of Congress to direct the law librarian to prepare a new index to the Statutes at Large, in accordance with a plan previously approved by the Judiciary Committees of both Houses of Congress, and to prepare such other indexes, digests and compilations of law as may be required for Congress and other official use, etc.

That is pretty broad language. How are you going to interpret it?

Mr. PUTNAM. Mr. Littlefield, who introduced it as an amendment on the floor of the House, read there a memorandum of the sort of service which this bureau, as you might call it, might render. In the first place, to establish a schedule of classification, according to which all indexes of our statute law should proceed; second, to index specifically the 33 volumes of our Statutes at Large, basing that index upon the schedules. Then that memorandum, as I recall it, goes further. There is, from time to time, indexing required by Congress,

or by a scientific bureau here engaged in special research, whether it be the Census Office, or the Coast and Geodetic Survey, or the Bureau of Corporations, or what not; this corps of indexers to be at the disposal of such departments and bureaus or commissions of the Government as may require aid in digesting and indexing. That is technical work, and no doubt the Government is expending money for it now. Not having any standing bureau for the purpose, the prospect is, and it is proved by the fact, that it will be thrown into the hands of the inexpert, and the digest prepared by hands that are not scientific. The result might be just as if in the case of the volumes of the Statutes at Large, which have been indexed by various persons, these persons should simply throw together the 33 separate indexes and say, "That is an index of the 33 volumes."

Mr. TAWNEY. I suppose the digest of the 33 would now illustrate it.

Mr. LITTAUER. Who formulated this plan? Was it Mr. Littlefield's plan?

Mr. PUTNAM. It was not mine. I think he must have talked with Doctor Scott, the law librarian. All the information I had about it prior to its introduction was that Mr. Littlefield wrote to me asking whether some such group of experts as this contemplated would not be useful and economical, and especially if I believed it would be so in connection with the law library. I wrote back, Yes; I thought it would be both useful and economical. Then I heard nothing more of it until this amendment was introduced upon the floor. In the meantime Mr. Littlefield had undoubtedly talked to Doctor Scott.

INDEX OF COMPARATIVE LEGISLATION.

Mr. LITTAUER. You have year after year been recommending to us an index of comparative legislation?

Mr. PUTNAM. Yes; this is exactly in the same line. While my project also involved digesting or indexing, so as to render it available, it was to cover the legislation of foreign countries—

Mr. TAWNEY. As well as of the States?

Mr. PUTNAM. That is partially done now at the New York State Library at Albany, which has a comparative index of the legislation of the different States.

Mr. BURLISON. Do they keep that up?

Mr. PUTNAM. Yes, sir.

Mr. BURLISON. Can you furnish me with the name of that law librarian at Albany?

Mr. LITTAUER. Hugh Hastings.

Mr. PUTNAM. There is no bureau in the United States which takes care of foreign legislation. Frequently Congress wants to know what has been done in foreign countries, and not only Congress, but executive commissions and bureaus. Now, to go to work each time the question or necessity arises to make a new inquiry and set new people to work and get into fresh contact with the material itself is expensive. It always appeared to me that there ought to be established in connection with the Library of Congress, where this foreign material is gathered, such a little bureau as this.

Mr. LITTAUER. You asked for \$28,000.

Mr. PUTNAM. That was on a larger scale, to include material and all. I withdraw that recommendation now.

Mr. BURLESON. We understand you now that Mr. Littlefield's item becomes a permanent item in this bill?

Mr. PUTNAM. I think it would be very extravagant not to continue it. Mr. Littlefield himself said that.

Mr. LITTAUER. It first speaks of the aggregate amount of compiling that should be done, and the fact that the several parties now pay for the service; also that the compiling is done by amateurs—people who are not skilled in the work. A great deal of valuable time is lost under that system. There was a quite elaborate debate on the subject. Mr. Littlefield seemed to indicate in the debate that this should become a permanent appropriation.

Mr. PUTNAM. He said that.

Mr. BURLESON. You withdraw the plan of the comparative index to legislation?

Mr. PUTNAM. I do not withdraw the plan, but I believe in evolution rather than artificial creation. I would watch this other thing grow and see how it works. The amount is only \$5,800 a year. I would watch that service grow, and as we are going on at the main Library to accumulate the material of foreign law, etc., it may come about by the natural course of things, that if this bureau renders the service that is expected of it, it may grow into dealing with foreign material as well as domestic, and enlarge into the very service proposed by this other item.

Mr. LITTAUER. Let us suppose that in the proper administration of this you had a digest of the Statutes at Large practically completed and other similar work. Is there any reason under this language of the law that would prevent you from practically beginning this volume?

Mr. PUTNAM. No, sir.

Mr. LITTAUER. I want to congratulate Mr. Littlefield. He put the salaries down at fair sums.

Mr. LIVINGSTON. You want to congratulate him also on the language he uses. It is as broad as heaven and as deep as the earth.

Mr. PUTNAM. Now they have gone ahead, and this is just a sample of what it means to attempt in a tentative way the execution of such work [submitting specimen document]. This document has been printed off and sent out; sent to the Department of Justice, and criticism sought there from everybody competent to express an opinion. Then it comes back, and it is not applied to a single statute until it is determined by those using the statutes as experts that it is suitable and sound. They have been working hard on this, and I must say the people seem very competent.

Mr. LIVINGSTON. What do you say about this on the eighth line: "As may be required for Congress and other official use?" What is the use of that language in there?

Mr. PUTNAM. I suppose that means Departments, sir. For instance, they have made a digest for the Census Bureau. They have already, I understand, on request, made a digest of the laws on divorce.

Mr. LIVINGSTON. Can not anybody come and make a demand on them—a private individual?

Mr. PUTNAM. I have not considered that, sir. Of course, as a fact, they expect the appeal to be from the Departments and bureaus; from

Congress and the Departments of the Government—the Executive Departments.

Mr. LIVINGSTON. Hadn't we better say something like that and prevent an ambiguity?

Mr. LITTAUER. The term "other official use" would mean the use by officials.

Mr. LIVINGSTON. No; it is just for official use. It does not say who can demand it.

Mr. LITTAUER. It would have to be demanded by one of the officials.

Mr. LIVINGSTON. No; it is official use, but not necessarily demanded by an official. Anybody can demand it for official purposes.

Mr. TAWNEY. The Supreme Court of the United States and the circuit courts of the United States would want to use it.

Mr. LIVINGSTON. Yes; and any judge and any lawyer could use it if he wanted to use it for official purposes.

Mr. PUTNAM. There is very great need for a digest of the reports of the Court of Claims.

Mr. BURLESON. There would be no end to that.

Mr. PUTNAM. A digest is a digest, of course. It is a little different from an index.

COPYRIGHT OFFICE.

Mr. LITTAUER. In the copyright office you ask for the same promotions you did a year ago.

Mr. PUTNAM. That is for the sake of uniformity. That is to get the subdivisions of the copyright office on the same basis of salary.

Mr. LITTAUER. Does each one of these men do as valuable work as the other?

Mr. PUTNAM. So the register reported to me when I made this recommendation.

Mr. LITTAUER. How is the copyright office now? How is its work?

Mr. PUTNAM. It is still working on the old arrears prior to 1897; but its current work is very well up to date.

Mr. LITTAUER. How long will it take for the old work to be completed?

Mr. PUTNAM. I think it will take several years longer. We can not tell very well. In the meantime I am not asking for any additional assistance there. But their work is increasing in the number of entries and the amount of fees.

INCREASE OF THE LIBRARY.

Mr. LITTAUER. Now, please tell us how you expended the \$90,000, in a general way, for increase of the Library, and how you will expend the \$100,000 now estimated for the purchase of books, if it is granted? That is one of the items that is constantly called to our attention by the House.

Mr. PUTNAM. It seems to be a large sum, considering the ordinary cost of books.

Mr. LITTAUER. You combine with that your proviso here?

Mr. PUTNAM. That is simply a matter of detail. Of course, as to the main sum, \$100,000, that was the sum I suggested at my first opportunity to this committee as a minimum, not as an arbitrary

maximum. I thought it a reasonable, common-sense minimum for a library in our position. This Library had never had more than \$10,000 a year for the purchase of books until it moved into the new building. Now, it starts into the market very late. The books it needs are very expensive—the kind of books it needs, outside of the current copyright books. The competition is much keener. Libraries are multiplying rapidly. Endowed libraries and competition among individuals have run up prices. Now, I know what we were accustomed to spend at Boston. It was a smaller sum than \$90,000. But the Boston library had been in existence for half a century, buying right along, with considerable trust funds. I was considering particularly what we would have to do if we should undertake to construct here for this country a sort of British Museum, so far as the library is concerned; and then I discounted that, because the British Museum is doing things which I know you would not give us money to do.

Mr. LITTAUER. In the way of new accessions?

Mr. PUTNAM. In the way of rare books and scarce editions. The British Government has not hesitated to make an appropriation of a quarter of a million dollars for some special acquisition for the Museum.

Mr. LITTAUER. What is their usual amount?

Mr. PUTNAM. About \$100,000 a year. But they have been in existence practically the beginning, not of the nineteenth century, but of the eighteenth century, and they have had such a sum as this for a hundred years, and every once in a while, when they want to make a purchase—make a special purchase—the British Parliament will make a special grant. Of course the British Government goes far in such directions. It thought proper to spend \$350,000 for a single Raphael for the National Gallery. So we discounted what the British Museum was doing, and considered what was necessary for us in building up here a collection of books most useful for their contents; and in addition to these, the best we could do to build up our collection of Americana, which the Library of Congress ought certainly to have; and I accordingly suggested \$100,000 as the proper sum to be expended. We did not begin with that. We have only worked up to \$90,000.

What we are doing this year it is very difficult to describe, but the kind of things we are buying is fairly exhibited in this selected list [submitting same] of books purchased in 1901, 1902, and 1903. We have been filling in the material which in the first instance is important from the standpoint of its content. Now the whole field of learning is practically open to us. We have now nominally 1,400,000 volumes over there in our Library, but that probably represents only 750,000 titles, different books, and I suppose there have been 12,000,000 books printed since the invention of printing. That is where we stand with reference to the field of literature at large. We get the current copyright books, of course.

Mr. LITTAUER. Does this 12,000,000 include all fiction and all books printed?

Mr. PUTNAM. Yes; it is an estimate merely. Now, we get the current copyright books for nothing, but a great many books are published currently which are not copyrighted, and those we have to

buy. The copyright books prior to 1870 we have chiefly to buy, and then all the earlier material prior to that we have had to buy, and we are in competition for it with other libraries that are buying largely.

Now, I have always felt that I had to refrain from arguing on this very much, because of the difficulty of making plain at all what our needs are and what it costs to meet them. I could not do it short of having this committee examine our shelves and compare ours with other collections; to sit in my office day after day and examine these second-hand catalogues that come in and see how almost every item has to be passed, even with \$90,000; items representing books that we want, books that we must have, but not one in ten of which we can bid upon even with an appropriation of \$90,000 a year. The only way that we have to make this clear to you would be to put you through that experience. If I should describe a particular field of need the danger would be to give you a sense of disproportion.

AMERICANA.

But just take one field, for example. Take Americana. I suppose there would be no question but that the National Library of this country ought to have the completest collection procurable of eighteenth century American newspapers. That is material for history than which, except the manuscripts of men like Washington, Madison, Jefferson, and others, there is nothing more important. But for eighteenth-century newspapers you have to pay from \$2 to \$5 a number, not a volume, but a number. We had to pay finally, after delay and compunction, \$2,500 for a set of the Pennsylvania Gazette from 1738 down to 1788, which even then was not complete.

Mr. LIVINGSTON. Why did you want to buy it?

Mr. PUTNAM. Why, sir, it embodies material for the history of this country in the eighteenth century not procurable anywhere else, and it is not reproduced. Sometimes old books are reprinted, but these newspapers are not reprinted. That set is an enormously important source for the history of the eighteenth century. The first part of the Pennsylvania Gazette was printed by Benjamin Franklin, as you know, and that fact has run up the price somewhat. Take the eighteenth century law. This Library is the law library of the highest tribunal of this country, as well as the National Library. Surely we ought to have, in the original, editions of every statute and law passed in this country if we can get them, the colonial as well as the State statutes. Now, those have run up in value and price immensely. We had to pass last year a collection of the statutes of Georgia from 1750 to 1780—only 51 little pieces; but the price was \$3,500. We declined to pay it. We could not afford it.

Mr. LITTAUER. About what proportion of your expenditure is for Americana?

Mr. PUTNAM. I do not think a fifth of it now is for Americana. We are buying in now the books that were not bought prior to 1897, and the whole field of foreign literature is practically open to us.

When you come to the earlier things, the special things, monographs, etc., here is a list that was prepared for me of "early Virginia tracts," so called; that is, publications in England which in-

duced the colonization of Virginia; important historically and important sentimentally. Now, the British Government would not permit competition in the case of a Virginia tract, and yet it is only the British Museum, not the National Library of the United States. Here are 41 tracts of that kind which the British library would not let go. But they would cost \$10,000. Doctor Spofford was almost in tears over it—

Mr. BURLERSON. And I guess he will remain in tears.

Mr. LIVINGSTON. There are two or three novels written about the same time on the same subject which you can buy for \$1 apiece—Richardson's, and so on.

Mr. PUTNAM. Well, I am not asking that \$100,000 be appropriated for such purchases. Yet there are some of them that no librarian would say we ought to pass. Take the first book printed in New England, the Bay Psalm Book. Ought not the National Library of this country to have the Bay Psalm Book? Surely. Well, we had a chance to get it—

Mr. LIVINGSTON. Is that Rouser's version?

Mr. PUTNAM. It was printed in Cambridge in 1640.

Mr. LIVINGSTON. It is Rouser's. I will give you a copy if you want it.

Mr. PUTNAM. I fear that would prove only a facsimile. A copy of the original was offered us for \$1,000. We did not take it, and three years later it was sold for, I believe, \$3,600. I am speaking of what is esteemed to be the proper thing for such a library as ours to have—that is, the original. Yet I distinguish these and emphasize that what chiefly we wish this money for is what will bring to us the contents as distinguished from the mere form. It is for the contents mainly now that we are buying. But there are among such books many that are expensive. There are sets for which we have had to pay several hundred dollars. But we buy them because of the subject-matter in them, and the cost is not simply because they are rare.

Irrespective of such other things—such things as the John Carter Brown Library would pay \$5,000 for, as it did for the so-called "libretto" of Peter Martyr, his first description of Columbus's voyages—irrespective of these, the general field of Americana includes thousands and thousands of items that we have to pass, but which we ought to have. We saw the George Bancroft library bought by the Lenox Library. Last year we saw the University of California buy the Hubert Howe Bancroft library—a library indispensable to the history of the West beyond the Mississippi and the Spanish settlements. Hubert Howe Bancroft had collected it for years. He wanted \$200,000 for it. They paid him \$150,000 for it. These, of course, are ordinary trials of a librarian; but in our case they are bitter.

Mr. LITTAUER. Does not the Committee on the Library ever recommend a special grant, for instance to buy this Bancroft collection?

Mr. PUTNAM. In times past, where it was the question of the purchase of a special collection, Congress has been asked to appropriate specially for it. I have not done that, and on the whole I do not think it is right that I should do it. It is a very poor thing from a business standpoint for the Government to buy by special appropriation. The amount you have to spend is known, and it is better not to have the amount of the funds known.

Mr. TAWNEY. Ought not the Committee on the Library, the Joint Committee on the Library, to bring in legislation authorizing the purchase of such a collection, without naming any sums at all?

Mr. PUTNAM. That is the way they did, sir, in these former cases; but they had to name the price. They did that in the case of the Force collection, for which \$100,000 was paid.

Mr. TAWNEY. This committee could not authorize such a purchase, or make appropriations for such a purchase.

RECENT PURCHASES OF BOOKS AND MANUSCRIPTS.

Mr. PUTNAM. I have bought some special collections out of this \$90,000. They have been chiefly collections of manuscripts relating to American history, the papers of President Johnson and the papers of President Polk; the papers of Lyman Trumbull, for which we gave a very small amount—Trumbull—Senator from Illinois from 1856. We have also bought the papers of Thomas Corwin, of Ohio, for which we paid a smaller amount; also, the so-called Galloway papers—papers of a family residing for generations on the Eastern Shore of Maryland, full of valuable correspondence. All those are called "papers" of these men, but they include letters to them, as well as writings by them. There were, for instance, 80 Calhoun letters in the Galloway collection. We also bought the letters of Robert Morris. We occasionally buy such special collections, but I do not make an appeal for special appropriations for them, but try to include everything out of this general fund for increase.

There have been one or two cases where we wish to put large sums to a special purchase for material which covers a particular field in which we are lacking. We bought two such collections, one a collection of early English law and one a collection relating to India.

During this present year we have just completed—the fact is not published—we have just completed negotiations for the purchase of a very large collection relating to Russia and Siberia, including some manuscripts relating to early Alaska. That is a field we have not hitherto touched. Russia is in a state of ferment, and this collection, which we have considered for three years past, which was originally offered at a price prohibitive for us, has, owing to some negotiations that appealed to the owner touching his imagination—the idea of having it here—has been reduced in price to a fraction of the original price, and finally, after investigation, we have taken it. That is probably the finest collection relative to Russia, its history, literature, and institutions that exists outside of Russia, but it has taken a great lump out of this year's appropriation.

Mr. LITTAUER. How much?

Mr. PUTNAM. [Mr. Putnam stated the amount.] But there are 80,000 volumes in that collection—a superb collection. I heard of it in Russia three years ago. It was formed by a wealthy miner in Siberia. I had with me at the time a Russian librarian, an employee of the Library, an accomplished bibliographer, and I had him look at it. (He was in Russia at his own expense, and it cost almost nothing to send him from Moscow to look at it.) This man who owned the collection has been a bibliographer, and has published three volumes on the literature of Russia. He had collected almost exactly what we should wish if we were forming a collection systematically.

It is not the collection of a mere specialist; it is a well-balanced collection. He had actually expended over \$115,000 on the collection. He has now spent over \$120,000. He showed his account book. He wanted \$150,000, but we could not pay it.

Ever since then we have been in correspondence with him, and have sent him the publications of our Library, and his imagination has been more and more stirred at the idea of its location here. Also he is growing old, realizes that Russia is now in a state of ferment, and somehow—I do not know—he wants to feel settled. This same young man, Babine, who left us last year to take a position with the Associated Press at St. Petersburg and was released this summer, received word again to go out to this old gentleman. He went out, and I got word by cable that the old gentleman would take this far smaller sum for the collection. It is an extraordinary collection, and in a field little represented in American libraries to-day. That was a prime inducement to the purchase, for our first duty to this country is to provide American scholars with what they can not get already. That is to be the great democracy of our work as a library.

Mr. BRICK. How did the Russian gentleman come to sell it?

Mr. PUTNAM. He wanted to see it preserved in a great national institution. His children are not interested in it, and he is getting old.

Mr. BURLERSON. He probably needed a little ready money during these piping times—not of peace, but—

Mr. PUTNAM. Possibly; but he has thrown off two-thirds of the price and he was perfectly willing to accept deferred payments. I consulted all the authorities I could get at, for the purchase has been under consideration three years, and I even took the matter to the President—

Mr. TAWNEY. Is this collection all in the Russian language?

Mr. PUTNAM. From 12,000 to 15,000 books are in a language other than Russian. Siberia is a very difficult field in bibliography, and this collection is very rich in Siberian matter. There is going to be a great exploitation of Russia and her institutions by and by. For instance, at one of the universities that I know of there were last year 90 men taking courses in Russian history, language, or literature.

Mr. LIVINGSTON. There will not be any Russia very long if she keeps on like this.

Mr. BURLERSON. There is more apt to be too much Russia fifty years from now.

Mr. PUTNAM. The owner has built a building for that library bigger than his own house. Here is a pamphlet that shows it and describes the collection.

NEWSPAPER STACK.

Mr. LITTAUER. We have this matter that was referred to the Joint Committee on the Library as to the newspaper stack. Your newspapers are still piling up?

Mr. PUTNAM. Yes, sir; we are very anxious about them indeed. They are being ruined by having to be transported from the reading room to the cellar and are subject to the excessive heat and occasional moisture.

Mr. LIVINGSTON. Could we not give you some spare room in the new Senate or House building, up at the top?

Mr. PUTNAM. I wish you would give us some space. I do not know whether it would be possible to provide there for the newspapers.

ADVANCE PAYMENT FOR PUBLICATIONS.

Mr. TAWNEY. I notice that somebody has reintroduced into the Book of Estimates the same proviso that you had last year; it appears on page 55.

Mr. PUTNAM. I ought to apologize for that, sir.

Mr. TAWNEY. We covered that by the language on page 56.

Mr. PUTNAM. That is only for periodicals. Of course a number of ordinary books for which we should want to make payment in advance of delivery is very small.

Mr. TAWNEY. Your request last year was limited to just the things that we included?

Mr. PUTNAM. I intended to have it read for the whole appropriation.

Mr. TAWNEY. This was your language last year:

All subscriptions to periodicals have to be paid for in advance. That is the usage of the trade, but the Comptroller has just ruled that in the absence of a special provision excepting us from the operation of the Revised Statutes, which prescribe that goods shall be delivered before payment is made, we can not pay for them in advance. The same difficulty was experienced by the Department of Agriculture in its library, and in the last agricultural appropriation act there was this proviso—

which you then copied, making it applicable only to periodicals.

Mr. LITTAUER. What is the object of this—the advance payment, perhaps, on books purchased in Europe?

Mr. PUTNAM. Yes, sir; or published in sections. That is practically a periodical. If the parts were published in sections it would come under this provision. We are not materially inconvenienced now, and I do not wish to press this. I think in general payment before delivery is contrary to public policy.

NEWSPAPER STACK (Again).

Mr. LITTAUER. Your statement in connection with this stack is simply that the necessity is growing?

Mr. PUTNAM. Yes, sir; very fast, and there is deterioration of which I can give no measure, but which to me is very alarming. The British Museum has just completed a separate building for its papers. They are meeting the situation in Vienna by building underground, and I have asked our superintendent to consider whether some of the objections to building in the court yard might not be met by building down.

Mr. LITTAUER. Building down is more expensive than building up?

Mr. PUTNAM. Yes, sir. In Vienna they have gone 48 feet below the surface. They have a large building, but they wanted more space for books.

Mr. BURLESON. Would you not be troubled with mold?

Mr. PUTNAM. I think you can provide against mold by expensive construction and heating apparatus.

Mr. TAWNEY. Suppose Congress should authorize the construction of a building to be known as the Hall of Records, would that afford an opportunity for preserving these newspaper files?

Mr. PUTNAM. Undoubtedly space could be provided there if all the space was not exhausted by the departmental records. It would be a very serious inconvenience in administration and use to have them so far away.

Mr. TAWNEY. The current issues or even for several years back could be retained in the Library. They would be the ones referred to most?

Mr. PUTNAM. I think probably at any one time there would be a dozen or fifteen of the older files represented in actual use. The recourse to these is very frequent, because, as I say, they do contain material for historic and economic research.

I have not in the past several years said a word about the increase of the Library, and I have refrained from argument on that question because it is so little capable of demonstration. I could give you some illustrations of how prices are going up. I could give you some idea of the things we want, and I could give you some illustrations of the things we have bought, but on the whole I would only have to ask you to take my opinion, you might say, as an expert and observer. One hundred thousand dollars a year is the minimum; we ought to spend \$200,000. There is a collection just come on to the market, Lord Amherst's library. One thousand items only, and there is not an item there which the national library of this country ought not to get if this Government were going to develop it as the British Museum is developed. Only a thousand items, but a million dollars is asked for these thousand items. There are 17 Caxtons among them. We have not a Caxton in the Library. But entirely laying aside the special things, I wish to make perfectly clear that \$100,000 is in my judgment only a reasonable minimum for ordinary development.

LIBRARY OF CONGRESS BUILDING AND GROUNDS.

STATEMENT OF MR. BERNARD R. GREEN, SUPERINTENDENT.

CHANGES IN PERSONNEL.

Mr. LITTAUER. Please give us the reason for the suggested changes on page 58?

Mr. GREEN. The reduction of the 18 watchmen to 16 is offset by adding the check boys below. That will make a more efficient service all around. The watchmen can go away from the front door when necessary. It is better administration. As we go along from year to year we get experience, and in the effort to do the most service for the least money, which is what the Congress expects us to do, of course, we learn where we can improve. This is in line with that object and nothing else.

CARPENTER.

Mr. LIVINGSTON. Why do you want to increase the salary of the carpenter?

Mr. LITTAUER. This carpenter is in lieu of the cabinetmaker?

Mr. GREEN. Yes, sir; the same one we have.

Mr. LIVINGSTON. What does he do?

Mr. GREEN. He repairs the furniture, fixes the locks, and mends the chairs. Things are getting out of order all the time, and we would have to hire somebody outside if we did not have this man.

Mr. LITTAUER. Does he do any cabinetmaking?

Mr. GREEN. It is all cabinetwork. As far as he has time, he makes new things. We are buying all the time from the furniture appropriation. There are certain things that he can make to better advantage than we can buy them.

Mr. LITTAUER. What does a man like this get on the outside?

Mr. GREEN. Four dollars a day. That is the regular wage.

Mr. BRICK. Is this man a first-class carpenter?

Mr. GREEN. Yes, sir; he is one of the finest in this city.

Mr. TAWNEY. How old is he?

Mr. GREEN. About 65 or 70 years.

Mr. TAWNEY. What tools has he there?

Mr. GREEN. All the carpenter tools and, besides, certain machinery. We have machine saws, a planer, and a general woodworking machine.

Mr. TAWNEY. You have machinery that is used in cabinetwork?

Mr. GREEN. Yes, sir; a part of it. We have a combination planer, saw, groover, and tonguing tool; also for boring.

Mr. LITTAUER. Suitable for the work that you have to do?

Mr. GREEN. Yes, sir; there are such machines on the market. We can get them for \$200 or \$300. They help very much.

Mr. LIVINGSTON. Do you keep an itemized statement of the work this man does, so that we could see what he is worth to you—how many chairs he repairs, etc?

Mr. GREEN. I could give you a daily report of what the carpenter has been doing during the last several years.

Mr. LITTAUER. You have been asking for this man's increase for a number of years. Is it an urgent matter? And the same is true of your painter?

Mr. GREEN. It is the same old story. He is underpaid and receives less than the carpenters in most of the Departments.

MACHINISTS.

Mr. LITTAUER. Why do you want two machinists instead of one?

Mr. GREEN. Because there is that much machine work to do. The machinery over there gets older all the time and needs more attention constantly.

Mr. LITTAUER. Is not this really in order to promote one of your skilled laborers?

Mr. GREEN. Yes, sir; the one who is working as a machinist is a machinist and ought to get a machinist's pay.

Mr. LITTAUER. What kind of work does he do?

Mr. GREEN. He has to do the regular work of a machinist.

Mr. LIVINGSTON. Could he patch a boiler if it broke?

Mr. GREEN. I guess he could.

Mr. LIVINGSTON. Has he ever done anything of that kind?

Mr. GREEN. We have never had to patch a boiler, although that is not machinists' work.

Mr. TAWNEY. Have you any lathe?

Mr. GREEN. Yes, sir; two.

Mr. TAWNEY. Have you any drill press?

Mr. GREEN. Yes, sir; two.

Mr. TAWNEY. What is the size of the lathes?

Mr. GREEN. They are 16-inch and 12-inch. They are small ones.

Mr. LITTAUER. You have one machinist now. What does he do?

Mr. GREEN. We have two. They keep the machines in running order. The book-carrying machines are delicate and complicated. There is also a carrier which runs to the Capitol. If we do not watch and attend them every day they will get out of order.

FURNITURE.

Mr. LITTAUER. How have you gotten along with the \$20,000 that was appropriated for furniture?

Mr. GREEN. I have not spent all of it yet, but I am going to use it.

Mr. LITTAUER. Last year you asked for the same amount that you had before, \$40,000, and Congress gave you \$20,000. How are you getting along?

Mr. GREEN. We have had to defer the fitting up that we will have to do pretty soon, and in consequence we will have to have more money soon. This sort of fitting up under our so-called "furniture appropriation" is not simply buying chairs, etc.—there is not much of that sort of thing to buy—but it is the fitting up and preparation to accommodate the material coming with the increase of the Library. It is in the nature of shelving and material for holding maps, music, etc. I must spend some money to take care of the great mass of newspapers down in the cellar. They are filled with dirt and are going to rack and ruin. I mentioned this in my annual report this year.

Mr. LITTAUER. Do you give any statement in your annual report as to how this money is spent?

Mr. GREEN. Yes, sir; in a statement of what we have done, in some detail.

Mr. TAWNEY. This new furniture that is bought under this appropriation, does it displace old furniture?

Mr. GREEN. Very little of it displaces anything. It is almost entirely permanent improvement. A few little items that we got in the beginning which have served their purpose and had their day have been displaced.

Mr. TAWNEY. What do you do with those?

Mr. GREEN. If they are of any size we cut them up and make something else out of them. Such displacement has been and always will be trivial.

Mr. TAWNEY. Have you had prepared a detailed statement of what you will need in the way of new furniture during the next year, in order to arrive at the estimate you have submitted?

Mr. GREEN. Yes. We have probably now \$17,000 of the \$20,000 left, and if we get \$40,000 that will make \$57,000. I have a general statement, but not an exact estimate, because I have not designed the items and obtained bids on them. For the newspapers packed down in the cellar in temporary quarters we ought to spend \$2,000 to get

them covered up and better cared for as long as they have to stay there.

Mr. LIVINGSTON. What will you cover them with?

Mr. GREEN. Some fireproof cloth, cloth made fireproof by some chemical process, like the scenery on a stage.

Mr. LIVINGSTON. Is there any danger of fire?

Mr. GREEN. There is some danger. The fitting up of the east main pavilion book stack will take \$12,000. The music division, about \$18,000. To fill out the map section pretty well and to provide for the early necessities will take \$16,000. For the prints and for the manuscript divisions and the card catalogue and some miscellaneous items it will take about \$9,000. That makes \$55,000.

Mr. TAWNEY. Do you pay for the manuscript cards out of this appropriation?

Mr. GREEN. No, sir; but for the card cases and card trays. You will remember the room in the northwest corner pavilion. There is a case there already, and we should have another one.

Mr. LITTAUER. You have practically planned out the use of this money?

Mr. GREEN. Yes, sir; and that carries us along to the end of next year.

Mr. BURLESON. How much does that aggregate?

Mr. GREEN. Fifty-five thousand dollars.

Mr. TAWNEY. How long will this additional space accommodate these different departments, like the music department?

Mr. GREEN. It will accommodate the music department for a long while—for a number of years. Of course we have other necessities staring us in the face—the largest one is the stack for newspapers and other books. The immediate necessity is the book stack.

Mr. LITTAUER. Have you developed anything further in connection with the plans for your newspaper stack?

Mr. GREEN. No, sir. There is not much else to do for that.

Mr. LITTAUER. The Committee on the Library has not sent you an appeal for any information?

Mr. GREEN. No, sir.

PNEUMATIC DUSTING APPARATUS.

Here is a matter I wish to bring to the attention of the committee in connection with the paragraph of \$40,000 for furniture. The collections are getting dusty at the Library, and we must clean them. There is apparatus that can be adapted to our air compressor. I have an air compressor, and I want a little money to be made available for working it out.

Mr. LITTAUER. Would you save any labor?

Mr. GREEN. We could, and get better service.

Mr. LIVINGSTON. What are you going to do with the poor laborer?

Mr. GREEN. We have sufficient work there for him to do. I want that appropriation for furniture to be made available for use with this apparatus. It may cost \$500 or \$600. I am not going to spend the money unless I can get first-class results. Such apparatus is being used everywhere very effectively, but the one which can dust books on book stacks has not been fully developed yet.

Mr. BRICK. You have a hose or pipe?

Mr. GREEN. Yes, sir. I have an air compressor which I think can be adapted, and I want a little money to work it out. I will have to devise an arrangement myself.

Mr. BRICK. What do you dust, the books and desks?

Mr. GREEN. Yes, sir; and the book stacks. Of course the rest of the building we sweep out. They are using them in libraries in other places.

Mr. BRICK. You can not get at the dust with a duster?

Mr. GREEN. No, sir. I desire to have the words "and necessary pneumatic dusting apparatus" added to the furniture paragraph.

BUILDING AND GROUNDS, LIBRARY OF CONGRESS,
OFFICE OF THE SUPERINTENDENT.
Washington, D. C., November 27, 1906.

The Committee on Appropriations, House of Representatives

GENTLEMEN: In connection with my estimates of appropriations for the building and grounds of the Library of Congress for the fiscal year 1908 I have the honor to earnestly recommend that the designations and pay of certain officers and employees be changed, as follows: Instead of "captain of the watch," insert "janitor;" instead of "lieutenant of the watch," insert "lieutenant of police;" instead of "16 watchmen, at \$720 each, \$11,520," insert "16 policemen, at \$900 each, \$14,400."

Also for the wording of the paragraph "For furniture, including partitions, screens, shelving, and electrical work pertaining thereto," insert "For furniture, including partitions, screens, shelving, electrical work pertaining thereto, and necessary pneumatic dusting apparatus."

Very respectfully,

BERNARD R. GREEN, *Superintendent.*

WEDNESDAY, *November 28, 1906.*

CIVIL SERVICE COMMISSION.

**STATEMENTS OF MESSRS. JOHN C. BLACK AND A. W. COOLEY,
COMMISSIONERS, ACCOMPANIED BY MR. FRANK M. KIGGINS,
CHIEF EXAMINER.**

INCREASES IN COMPENSATION.

Mr. BINGHAM. Suppose you first tell us why you ask for these increases.

Mr. BLACK. I asked for them because the work has greatly increased and because the traveling expenses have been increased by reason of the operation of the rate law, because there is a greater number of boards now necessary for the business of the Commission, and, perhaps, I ought to say further because the rate of living here and elsewhere has greatly increased, and I might say, while it is not a reason for it, that the request for increase is along the general lines governing salaried employment throughout the United States.

Mr. LITTAUER. Do you find that so general in the civil service that those who are willing to take examinations at the rates for clerical positions and the like set for a number of years past is growing smaller because of the low salaries?

Mr. BLACK. They are growing smaller, and the reasons as told by the applicants themselves are what I have given you.

Mr. LITTAUER. Is the standing of those who seek employment through the civil service lower than it has been in the previous years?

Mr. BLACK. I think not, but when we have offered them employment in very many instances they have declined.

Mr. LITTAUER. A larger proportion now than formerly?

Mr. BLACK. Yes, sir; a very much larger proportion. In one or two of the branches of the office the increased declination has gone up until it is upward of 50 per cent.

Mr. LITTAUER. In your opinion, is it not a fact that the salary paid to the ordinary subordinate force in the Government employ is rather greater than that which is paid in civil life?

Mr. BLACK. I think it is.

Mr. LITTAUER. Why should there be this disinclination to accept Government employment?

Mr. BLACK. Because as a rule those men who are qualified to pass our examinations are able to secure higher wages; as, for instance, in the Southern States at this time we have had great difficulty in finding eligibles, although our examinations have been widely advertised, for the reason that the increase of employment, the better times, has given such impetus to private employment that men can not afford to accept the employment and give their whole time to it on the uncertainty of a Government employment.

Mr. LITTAUER. What uncertainty?

Mr. BLACK. The uncertainty is not of political removal or anything of that kind, but simply that it does not always last, it can not always last.

Mr. LIVINGSTON. It is not at all certain that a person who takes the examination will be appointed?

Mr. BLACK. No, sir.

Mr. LIVINGSTON. And a great many more take the examination than are appointed?

Mr. BLACK. Yes, sir.

Mr. LITTAUER. There are a good many who could be appointed who refuse appointment?

Mr. BLACK. A great many. I have referred to that fact. In some lines of employment the declinations have reached more than 50 per cent.

Mr. BRICK. I am curious to know just what percentage of difference there is between Government employment and like work in private life?

Mr. BLACK. I can not give you any statement about the percentage.

Mr. LIVINGSTON. Is not your system of examinations so high and so intricate or technical that nobody except a young person just out of college or who has coached for the purpose can pass the examination?

Mr. BLACK. You do not put that to me as a question?

Mr. LITTAUER. Your system of examinations does not preclude in the South that better element of people?

Mr. BLACK. It does not.

Mr. LIVINGSTON. Why do you not get them?

Mr. BLACK. I think largely for the reasons I have given. Private employment is more attractive.

Mr. LIVINGSTON. It can not be for the girls; it may be for the men.

Mr. BLACK. It is more attractive. We find that to be true by actual results. The girls do not want the appointments when they are tendered and they give the same reasons that the men give. When eligibles are required for positions the men who are to appoint call on us either for males or females and as a rule they ask us for males. That might account for why fewer women are appointed.

Mr. COOLEY. As to part of your statement I should have to consult the records. There is no doubt that numbers of men are being appointed because the whites will not apply.

Mr. BLACK. But I do not think that is true in the sense you mean it; not in the sense that we are Africanizing it.

Mr. LIVINGSTON. Are you not doing it by making your examinations so technical that the common people can not take them?

Mr. LITTAUER. Have you the examination papers?

Mr. COOLEY. There is no trouble about supplying the examination papers.

Mr. LITTAUER. Will you kindly make it a point to send us the examination papers?

Mr. BLACK. The Atlanta list?

Mr. LITTAUER. Yes, sir.

Mr. BLACK. Very well.

Mr. LIVINGSTON. There are plenty of southern men and women who are willing to serve the Government, but they can not take the examinations?

Mr. COOLEY. There you are wrong.

Mr. LIVINGSTON. Why were they turned down?

Mr. BLACK. I just absolutely demur to your statement.

Mr. LIVINGSTON. In self-defense?

Mr. BLACK. No, sir; I do it in defense of the system you are now considering. I have absolutely nothing in that connection to defend. We give the same questions exactly to every American who takes the examination.

Mr. LIVINGSTON. But you put the examinations so technical that only those specially educated or coached can stand them.

Mr. BLACK. I do not coincide with that view.

Mr. COOLEY. The situation at Atlanta is not an isolated case. All through the South and all over the West you can not get people for the post-office service, because, first of all, they have to accept an appointment as substitute, which means that they have to be at the beck and call of the postmaster.

Mr. LITTAUER. What service is that?

Mr. COOLEY. The post-office service—clerks and carriers. They have to be ready to do a day's work whenever they are called on. Their guaranteed compensation is \$1 a year. No man is going to keep people in his employ who are subject to the call of some one else at any time. The result is that people find if they do take the examination and pass that all they get is substitute employment, and they can not accept it. The result is that they hold a good many examinations, and in some parts of the country it is a perfect farce. It is not that the examination is so difficult, but the South and West are extremely prosperous; wages are high; there is no trouble about securing employment, and opportunities out of the Government service are much better than in the service. You take the carrier. He

is an intelligent fellow. He comes in at \$600 a year. At the end of the year he gets up to \$800, and in a city the size of Atlanta in another year he gets up to \$1,000. Under existing legislation it is impossible to increase his salary.

Mr. LITTAUER. That does not bear on the negroes any more than on the whites?

Mr. COOLEY. No, sir. Of course, as you are aware, employment along other lines is to a certain extent closed to the educated colored men in industrial establishments. The result is the Government service is open to them and they drift in there. I do not know how you can help it. To charge it up to the examinations seems to me an absurdity, and another thing which demonstrates that absurdity is that the average age of entering the service is 28 years, which is long after they have left school or college. It seems to me that the bottom falls right out of your argument when you consider the actual conditions.

Mr. LITTAUER. Are these examinations of such a technical character that the ordinary man can not pass them?

Mr. COOLEY. No, sir. We have a carrier's examination which is exactly the same in one place as another. We have different tests in spelling and arithmetic, but the aim is to make the examinations equal all over the country, and I think that is unquestionably the case.

Mr. LIVINGSTON. Why do you not recommend the abolition of the substitute system?

Mr. COOLEY. We have in our report.

Mr. LITTAUER. That bears the same on the white man as on the colored man?

Mr. COOLEY. Yes, sir.

Mr. LITTAUER. Only the colored man has not so many opportunities, and consequently he goes into the Government service.

Mr. COOLEY. The white man has many opportunities in life that are barred from the colored man. There is no way you can take a white man by the collar and throw him into the service if he does not care to go.

Mr. BINGHAM. Do I understand that due notification through the newspapers is given that such and such an examination will be held at such a place?

Mr. COOLEY. That is almost universally the case. Once in a while that is not possible, and I will explain why: We have no fund available for advertising, and all we can do is to rely on the courtesy of the newspapers, and generally they are very glad to publish our announcements. Of course notices are posted in the offices.

Mr. BINGHAM. And anyone is qualified to appear before the board?

Mr. COOLEY. Within the limitations of the requirements; yes, sir.

Mr. BINGHAM. You have no discretion?

Mr. COOLEY. None whatever. Provided they meet the requirements we have got to examine them. The examination is open to everyone who comes in.

Mr. BINGHAM. You have no discretion?

Mr. COOLEY. Unless it is alleged that he is guilty of crime. In ninety-nine cases out of a hundred no question is ever raised.

Mr. BINGHAM. Do you know the individual, or is he indicated by a number?

Mr. COOLEY. He is indicated by a number to the examiners. We do not know anything about him while the papers are being rated.

Mr. BINGHAM. You do not know anything about the individual personally?

Mr. COOLEY. No, sir.

Mr. LITTAUER. Or his color?

Mr. COOLEY. No, sir. The arithmetic examination will be read by one examiner, the spelling by another, and the plain copy by another. So far as the question of fraud is concerned, if anyone wants to reach the Commission, they have got to reach a dozen examiners. There is no human being who knows who is going to get the papers of any man, even after they know the number.

Mr. LIVINGSTON. Your examinations are not fixed by statute?

Mr. COOLEY. No, sir.

Mr. LIVINGSTON. They are fixed arbitrarily by you?

Mr. COOLEY. Of course the act provides that they shall be practical in character.

Mr. BLACK. The examinations conducted by any board for the same service are identical, and some of them—a great many of them—such as the spelling examinations, are conducted in common.

Mr. LIVINGSTON. In the South we believe that it is the system and not your intention and not your violation of any rule or law, but it is your system of examinations that excludes so many southern men and women.

Mr. BLACK. If I thought that there was anyone in this committee who believed that what we are doing was in any way fixed up——

Mr. LIVINGSTON (interrupting). We do not charge that, but we charge that it is your system that lets in one class specially educated for your system and excludes worthy people.

Mr. COOLEY. What can you do when a white man will not take the examination?

Mr. LIVINGSTON. Let me ask you one question. Have you in any wise during the last eight or ten years increased or lifted the examination in any form?

Mr. COOLEY. For the clerk-carrier examination?

Mr. LIVINGSTON. Take the great body of subordinate force.

Mr. COOLEY. Mr. Kiggins says if anything it has been reduced.

Mr. LIVINGSTON. There has been no lifting of the examinations?

Mr. COOLEY. There has been some increase in some of the scientific examinations.

Mr. LIVINGSTON. I mean the average examinations. Do you run on the same lines now that you have for some years?

Mr. COOLEY. If anything the requirements have been slightly reduced.

Mr. LIVINGSTON. You do not contemplate any change in the future?

Mr. COOLEY. I am not on the Commission now.

Mr. LIVINGSTON. Your standards are the same?

Mr. COOLEY. Yes, sir. The spelling examination consists of twenty words of average difficulty in common use.

Mr. LIVINGSTON. I want to call your attention to the fact that some of those words are obsolete and have not been used in many years.

Mr. COOLEY. The examination papers will show that you are mistaken.

Mr. BINGHAM. I have seen your examinations, and some of the words are a little catchy.

Mr. COOLEY. There are some sample words here. The second subject is arithmetic, which embraces addition, subtraction, multiplication of whole numbers, and common and decimal fractions.

Mr. LITTAUER. Elementary arithmetic?

Mr. COOLEY. Yes, sir. The letter-writing examination is a test in the use of the English language for use in business correspondence on some subject of general information.

Mr. LIVINGSTON. You have that in the examination for mail carrier?

Mr. COOLEY. Yes, sir.

Mr. LIVINGSTON. For what purpose?

Mr. COOLEY. Simply to test his general intelligence.

Mr. LIVINGSTON. What necessity is there for a mail carrier to write a business letter?

Mr. COOLEY. We want to find out whether he is a man of ordinary education. The penmanship examination is marked on legibility, rapidity, neatness, and general appearance. The plain-copy examination consists of an exact copy of a few printed lines in competitor's handwriting. In addition to that we have the card-reading test, the reading of written addresses, which of course is a practical test.

Mr. BINGHAM. What is the age limit for that examination?

Mr. COOLEY. It is from 18 to 45 years for the post-office service.

Mr. BINGHAM. And a boy of 18 as a rule has that education?

Mr. COOLEY. Yes, sir.

Mr. LIVINGSTON. If they fail to cross a "t" what is the mark?

Mr. KIGGINS. The letter is not marked in detail, but is marked on its general merit.

Mr. LIVINGSTON. If he fails to put in a comma or a colon, what is the charge?

Mr. KIGGINS. There is no charge.

Mr. LIVINGSTON. What is the charge if he leaves out a letter in a word?

Mr. KIGGINS. There is no specific charge for an error, but errors in spelling, and syntax, and faulty style are of course considered by the examiners in determining the rating for a competitor's letter.

Mr. COOLEY. I think Mr. Livingston is referring to plain copy. There is no specific charge for an error in a letter; there is one general mark given for the letter.

Mr. LIVINGSTON. You may have changed it?

Mr. COOLEY. It was changed several years ago.

Mr. LIVINGSTON. Let me say to you that our objection in the South to your examination is that the words are catchy. We do not accuse you of dishonesty.

Mr. COOLEY. We try to avoid catchy words.

Mr. LIVINGSTON. Your examinations are catchy, and the ordinary scholars from the common schools and the high schools of our country—you catch them unless they are coached for that particular business.

Mr. LITTAUER. I do not know how you can coach a man to write a letter.

Mr. COOLEY. About 5 per cent of the eligibles for the post-office service are college graduates. The other 95 per cent are not.

Mr. LITTAUER. What do you call a college; does Mr. Wanamaker run a college?

Mr. COOLEY. No, sir; he runs a correspondence school. A good many of them are fraudulent.

Mr. LIVINGSTON. Your examinations are catchy.

Mr. COOLEY. We try not to have them so.

Mr. LIVINGSTON. Could you not so arrange as to give ordinary scholars a better chance?

Mr. COOLEY. We try to do that. We do everything we can in a legitimate way to interfere with the schools.

INCREASE IN SALARIES OF COMMISSIONERS.

Mr. LITTAUER. You are here to speak in reference to the statutory salaries of the Commission?

Mr. COOLEY. I may say that my former colleagues requested me to come here because I prepared the estimates this year and was more familiar with them, and incidentally I submitted an increase of \$1,000 in the salary of each Commissioner. At the time I did that I was aware that I would not be on the Commission, and I thought that there would be no impropriety in submitting it. It seems to me there is very great injustice done in retaining the salary of the Commissioners at the same figure that it was twenty-three years ago, at the time the law was enacted and when the work was less than 10 per cent of what it is now and when the purchasing power of a dollar was very much more than it is now.

Mr. LITTAUER. That bears as well on the Cabinet officers?

Mr. COOLEY. Yes, sir; but you must bear in mind that the position of Cabinet officer is a position of very great distinction. It is a position that almost any man would make very great financial sacrifices to accept. The position of Commissioner is quite another proposition. It does not bring the same distinction. From a financial point of view the advertisement that a man gets as a member of the Cabinet has really a money value if he ever returns to private business.

Mr. LITTAUER. You could take the head of any bureau.

Mr. COOLEY. The Civil Service Commission is in the same position as almost any other bureau of the Government, and the compensation of the Civil Service Commissioners compares most unfavorably to the compensation allowed to the chiefs of other bureaus.

Mr. LIVINGSTON. How do you live with a wife and five or six children on \$3,500?

Mr. COOLEY. I have not a wife and five or six children. I have only a wife and one child, and I do not find it very easy. Mr. Greene has a wife, but no children, and I believe General Black's children are all grown.

Mr. LIVINGSTON. Can you live here with a family on \$3,500 a year?

Mr. COOLEY. It is an extremely difficult thing to do. The salary is altogether too small. It is altogether below the salaries allowed to chiefs of other bureaus. The Interstate Commerce Commis-

sioners get \$10,000 a year each. We all recognize that they are in a class by themselves. The Comptroller of the Currency gets \$5,000. The Comptroller of the Treasury gets \$5,500. The Treasurer of the United States gets \$6,000. The Commissioner of Internal Revenue gets \$6,000. The General Superintendent of the Life-Saving Service, whose work is not nearly so important or onerous, gets \$4,000. The Commissioner of the General Land Office gets \$5,000. The Commissioner of Indian Affairs gets \$5,000. The Commissioner of Pensions gets \$5,000. The Commissioner of Patents gets \$5,000. The Director of the Census gets \$6,000. The Commissioner of Labor gets \$5,000, and the Commissioner of Fisheries gets \$5,000. That is the general run of the salaries. The Assistant Secretaries and the Assistant Postmasters-General and Assistant Attorneys-General get \$4,500 and \$5,000 a year.

The responsibility on any one of these officers I have mentioned is certainly no greater than on the Civil Service Commission. The Civil Service Commission is responsible to the President alone. They have got to have an organization which reaches every free delivery post-office, every customs-house, every internal-revenue district, every subtreasury—in fact, every branch of the service outside of Washington. They must be prepared to hold examinations for every branch of the service, and must make themselves thoroughly familiar with the needs of the service. There is no place in the Government service where a thorough need of the service is so imperative.

Mr. BINGHAM. So far as I am concerned, I am free to say that I think the compensation for the character of the work you do should be increased. That is a general proposition in my mind. I do not feel that in your relation to the other heads of bureaus or divisions or commissions that you receive a fair and reasonable compensation, but this bill operates under existing statute. The statute fixed your compensation twenty-three years ago. There is no doubt a great many changes have occurred in that time, and we have seen the fact that quite a number of gentlemen have resigned, doubtless because the compensation was limited. There is a Civil Service Committee of the House. This increase properly runs to the fundamental law. If we should bring in this increase, it would be subject to a point of order on the part of anyone. A point of order could be made by any member of the Civil Service Committee on the ground that this committee has trenched upon their rights and privileges as a committee. Why should not your appeal be made directly to that committee of the House, which could have its hour, could have its standing in the calls of committees of the House?

Mr. COOLEY. I think I can explain the reason why I submitted that increase at this time. I have not looked the matter up carefully, but I venture to say that there has not been a legislative, judicial, and executive appropriation bill passed for a great many years certain items in which were not subject to a point of order. For example, any one of the 386 Members could strike out the salary of the Secretary to the President. It is fixed by statute at \$3,500. In your bill it is \$5,000. The same is true of the Assistant Secretary of the Interior, and I have no doubt that it is true of other cases.

Mr. LITTAUER. Your argument is for this committee to make the effort?

Mr. COOLEY. Precisely. If this committee puts in this additional appropriation and fixes the salary at \$4,500 and a point of order is raised on the floor of the House, of course it has got to go out, I appreciate that fact, and there is nothing this committee can do; but it seems to me eminently proper, in view of the position this committee has taken in previous years, that if it is a just request it should be granted, and of course the Civil Service Commissioners will have to take their chances. If it goes out on a point of order in the House all right. We can apply to the Senate, and if we can not get it there we can go to the Civil Service Committee.

Mr. BINGHAM. You have given illustration as to the several chiefs, etc., who have received additional compensation. Our clerk, in connection with his familiarity with legislation, informs me that without exception those increases have been made either upon the floor of the House or in the Senate and without the originality being in this committee, and that it would be subject to a point of order because it changes existing statute.

Mr. COOLEY. So far as this committee is concerned, I have taken the liberty of submitting it; it originated with the Civil Service Commission, and, in the second place, it has been specifically recommended in the message of the President of the United States. So, it seems to me, it is a very proper thing.

Mr. LITTAUER. When was it recommended by the President?

Mr. COOLEY. Last year.

Mr. BINGHAM. The message of the President of the United States is always subject to debate.

Mr. LITTAUER. I think we would readily recognize that the rate of compensation to the Civil Service Commission is too low. We know it is part of the fundamental law. Your suggestion leads us to consider rather more broadly the subject of the Civil Service Commission. The Civil Service Commission is composed of three members?

Mr. COOLEY. That is correct.

Mr. LITTAUER. Is it, in your opinion and from your experience, desirable that the Commission should be continued to be of three members on the original idea that it should be a nonpartisan commission and that there should be a representation of the minority as well as the larger representation of the majority on the Commission?

Mr. COOLEY. Yes, sir.

Mr. LITTAUER. In the working of the Commission itself do you think it is well founded that it should be continued in that way? That refers to the Commission of three and its nonpartisan character. Would not the work of the Commission be, perhaps, better performed if there were one Civil Service Commissioner and a broader organization under him and the one be paid at least \$5,000 or \$6,000 a year?

Mr. COOLEY. I am afraid I can not give you a categorical answer to that question. You have to approach this subject from two points of view. You have to recognize that the Civil Service Commission has a double function. It has an administrative function and a judicial function. I think there is no question but from an administrative point of view the ideal system would be to have one commissioner and two deputy commissioners, one of whom should have charge of the appointment work and the other of the examination

work. The Commission has to pass upon a number of questions every day which involve the judicial function. It is within the discretion of the Commission to admit an applicant who has some physical defect, for example, or to admit an applicant who has been convicted of some trivial offense some years ago, perhaps. We also have to pass on objections that are raised to eligibles by appointing officers. All those questions are judicial in their nature.

Mr. LITTAUER. Could not one man decide those questions as well as three?

Mr. COOLEY. Yes, sir; the only question is whether the rights of the minority party in a matter of this kind where a very large number of appointments are made and where the entire patronage of the Government, you might say, is at stake, whether the rights of the minority should not be recognized by the appointment of a member of the minority on the board.

Mr. BINGHAM. For what purpose?

Mr. COOLEY. Simply to guarantee the impartiality of the Commission.

Mr. LITTAUER. Well, we have at the head of any great Department a single Secretary who also could use his partisanship for the discharge of individuals in his Department?

Mr. COOLEY. Unquestionably.

Mr. LITTAUER. We give the heads of these other Departments the right of discharge which can be exercised in a partisan manner?

Mr. COOLEY. There is no doubt about that.

Mr. LITTAUER. Aside from this judicial function, what is there?

Mr. COOLEY. From an administrative point of view I think it is always desirable to have a single head.

Mr. LITTAUER. How are the labors of the three Commissioners divided?

Mr. COOLEY. It is hard to say. The work is divided up in different ways. Just prior to my leaving the Commission, I had charge of the administrative work. All questions relating to the personnel naturally drifted to me. I do not know why, there was not any fixed agreement about it, but they came to me. Mr. Greene had general charge of the investigations and legal work. General Black was chairman of the Commission and had general oversight of the work of the office. He signed the mail. He would pass upon certain matters and then they were sent to us with his indorsement, and then if we did not agree with him, we would go and talk the matter over.

Mr. LITTAUER. Is there work for more than one executive head?

Mr. COOLEY. There is an immense amount of work. I dare say it is very much like this committee. I suppose a member of this committee could come here and do his work in a perfunctory way, listen to what is said and attend the meetings of the committee and vote aye or no and let it go at that. Of course the members of this committee desires to familiarize themselves with the service and understand the conditions of the service and that involves a very large amount of work. The same is true of the Civil Service Commission. There is an immense amount of work to do.

Mr. BLACK. Let me interrupt you. During the last year that Mr. Cooley was in the office he traversed the whole country in looking

after the interests of the Commission, in visiting the district secretaries and the local boards and seeing that they were doing their duty under the law. A local board is composed of appointees detailed from other departments and reporting to us. Of course they do not come in with a thorough knowledge of our system and have to be advised. During that same time Mr. Greene had to make investigations in North Carolina and in Kentucky, and wherever alleged violations of the law were charged. That left the Commission in Washington largely in my charge.

Mr. COOLEY. In my judgment it is most important that one member of the Commission should at least once a year visit every district office.

Mr. LITTAUER. Why should he be a member of the Commission?

Mr. COOLEY. I think it is desirable.

Mr. LITTAUER. Any more than that the Secretary of the Treasury should visit the different custom-houses, or that the Secretary of State should visit the embassies all over the world?

Mr. COOLEY. That is different. The collectors of customs are higher paid men than we have in our district offices.

Mr. LITTAUER. They have to be competent to perform their work?

Mr. COOLEY. Yes, sir. Let me give you another reason why some member of the Commission should go around the country. Colonel Livingston has called our attention to the Atlanta matter. The conditions in Atlanta are as different from those in the city of New York as any one can imagine, and the way to get at those things, in my judgment, is to go there and hammer the things out with the officials.

Mr. LITTAUER. It seems to me that is the work of a subordinate.

Mr. COOLEY. I do not agree with you. I think we have secured good results by the other policy.

Mr. BRICK. Would that be any different than the Post-Office Department when they want to look after post-offices and things of that character?

Mr. COOLEY. Well, the Post-Office Department sends around its inspectors. Of course, it is out of the question for the Postmaster-General to visit every post-office in the country; nobody could do that. I am as sure as I can be of anything that it is a good thing for the head of an office to be in touch with his immediate subordinates.

Mr. LITTAUER. Unquestionably.

Mr. BINGHAM. You have nothing to do, as I understand, with the clerical or subordinate force of the respective departments of the Government located throughout the country after they have passed and selected by the authority who has the right to select them under the law?

Mr. COOLEY. No, sir; nothing whatever.

Mr. LITTAUER. Do you think it would be for the best interests of the entire civil service that we should have a commission of three rather than a commission of one at a proper salary?

Mr. COOLEY. My own judgment is that on the whole a system by which you had only one commissioner and two deputy commissioners, with a provision that both deputy commissioners should not be members of the same party would probably, on the whole, be a good thing.

THE ENGLISH CIVIL SERVICE SYSTEM.

Mr. BRICK. Do you know how they run this system over in England?

Mr. COOLEY. I am familiar with it in a general way.

Mr. BRICK. How do they run it there?

Mr. COOLEY. They have a commission.

Mr. BRICK. Do you know how many members there are to that commission?

Mr. COOLEY. I think there are three.

Mr. BRICK. How does their system work?

Mr. COOLEY. They have an excellent system. Their civil-service system is admirable up to a certain point, but I can not say that I altogether believe in it. Their examinations are much more technical.

Mr. BRICK. They have a lot of professors to do things?

Mr. COOLEY. Yes, sir; they are connected with the universities.

Mr. BRICK. Do the professors prepare the examinations?

Mr. COOLEY. They prepare the examinations and mark the papers. It is a very difficult thing to say what the best civil-service system would be. I think the English system has one very serious weakness in that it has a tendency toward bureaucracy. You have at the head of every great department in the English Government a man who combines legislative with executive functions. He is a member of Parliament as well as the head of a great department of the Government.

Mr. BINGHAM. He does not vote?

Mr. COOLEY. Yes, sir; he is a regular member of Parliament.

Mr. BINGHAM. You mean the under secretaries?

Mr. COOLEY. No, sir; I am talking about the actual secretaries—the secretary of foreign affairs, or an official of that kind. Of course the result is their time is so taken up with the discussion of great questions of policy in Parliament that they do not have any time to devote to the details of administration, and consequently it is entirely in the hands of permanent officials. Every human being has a tendency to get into a rut. There is no question about that, and because things have always been done a certain way they continue to do them that way.

Mr. LIVINGSTON. As I recollect, they have one great advantage over your board. They include the physical examination, and thereby keep out tuberculosis?

Mr. COOLEY. Our regulations also exclude people with tuberculosis or other serious ailments. We should go further than we do in filling the higher places through promotion in the service, because there is now no inducement to the best men to stay in Government employment. Good men get to a certain point and then can go no farther. I think if you could devise a system by which a man could start in at a small post-office and finally become postmaster in a great city or an Assistant Postmaster-General it would be the ideal system. Your system should provide for the introduction of some new blood and new ideas; that is important.

Mr. BURLESON. And have a limited term of office?

Mr. COOLEY. I think that would be fatal.

Mr. BRICK. The three commissioners over in England; what do they do?

Mr. COOLEY. I am not familiar enough with the English system to tell you how the work is divided among the commissioners.

Mr. BRICK. They have the professors over there examining the people?

Mr. COOLEY. Yes, sir. The examinations under the English system are of a much more technical character; they do not believe in the practical idea.

Mr. BRICK. You do not believe in that system?

Mr. COOLEY. No, sir. I dare say for service in India, where you need very high-grade men, it may be a good thing to get men who are very highly educated, but I am talking about a matter with which I am not entirely familiar.

INCREASE OF COMPENSATION OF COMMISSIONERS.

Mr. BINGHAM. Now we have left open the question of the increased compensation for your Commission, and I want to say this: Suppose this committee should determine that it would be unwise to make the experiment of reporting a provision increasing your compensation to the House, where such a provision would be subject to a point of order. I do not know the views of the respective gentlemen composing the subcommittee even, and therefore, of course, do not know the views of the general Committee on Appropriations. When this bill goes before them for action would it not be wiser for you, and would it not better conform to your views, to go to the chairman of the Committee on Reform in the Civil Service in the House, who is a member of this committee and will be a party to the discussion in committee, and have an expression of his views come from him in the form of an amendment in the House, with the idea that should this subcommittee determine to go before the general committee to express their views they may perhaps give their assurance that, so far as this committee is concerned, they will make no objection in the House? Would not that be the suggestion of a line of operation for the consummation of your purpose without asking this committee to report to the general committee and the general committee directly to the House?

Mr. COOLEY. You gentlemen are much more familiar with the situation in Congress than I am. My own judgment, if you ask for that, is that the Civil Service Commission stands a much better chance of getting an increase before this committee than it does before the Committee on Reform in the Civil Service.

Mr. BINGHAM. Having made that suggestion, that is a matter for you to determine upon. The committee will determine upon its own action.

EXAMINATIONS OF CADETS TO ANNAPOLIS AND WEST POINT.

Now, I want to ask you another question. Upon what authority of original statute creating the Commission did you absorb or take in the examination of cadets to West Point and Annapolis?

Mr. COOLEY. We have not.

Mr. BINGHAM. What is your examination, then?

Mr. COOLEY. We do that sometimes as a matter of courtesy.

Mr. BINGHAM. Are not your recommendations authoritative? Are they not acted upon and carried out? Are not your examinations, with the averages, acted upon by either of the academies?

Mr. COOLEY. Not necessarily. They can do it if they want to.

Mr. BINGHAM. Are they acted upon?

Mr. COOLEY. Not where we hold the examinations for one of the academies.

Mr. BINGHAM. You then do that per gratia, merely as a favor, to relieve the burden from Annapolis or West Point?

Mr. COOLEY. I think if you will allow me to make a statement I can clear that thing up by a specific illustration. Senator Gearin, of Oregon, came to our office a year or two ago and made a statement that he had an appointment to one of the academies, I do not recollect which one, and that he was desirous of holding a competitive examination under such conditions as would permit everybody to be entirely satisfied as to its fairness to every young man in Oregon who wished to compete. He asked us to prepare questions, and through our office in Portland, Oreg., to announce the examination. We did as he desired and prepared the questions.

Mr. LITTAUER. You felt you had a right to?

Mr. COOLEY. We felt we had a right to oblige him in that way. It took, of course, comparatively little time, and we did not feel that there was any special reason why we should not do it. I am not sure whether in that case we rated the papers or not. Do you recall, Mr. Kiggins?

Mr. KIGGINS. Yes; the papers were rated at the Commission.

Mr. COOLEY. They were rated, then, by the Commission. Ordinarily they are not rated by the Commission.

Mr. BINGHAM. The date is fixed and made notorious?

Mr. COOLEY. Yes.

Mr. LITTAUER. This is simply to announce the date for the academy, and the result of the examination does not necessarily determine the appointment?

Mr. COOLEY. Exactly. Senator Gearin could have taken the result or not, just as he saw fit. He selected the young man who stood at the head in our examination. Of course that examination did not in itself determine his appointment, as Mr. Littauer suggested, and we certified the results of the examination.

Mr. LITTAUER. The certification was made to Senator Gearin; not to the academy?

Mr. COOLEY. Yes. It was not binding on him unless he wanted it to be.

Mr. LITTAUER. I have chosen the same method of examination in some of my appointments, although I have chosen the head of the high school instead of the head of the Civil Service Commission.

Mr. COOLEY. We simply said, "We will lend you our machinery." But, as I understand, that boy had to go through the examination at the Naval Academy.

Mr. BINGHAM. No; your certification puts him into the academy.

Mr. COOLEY. Oh, no; that is not the fact.

Mr. BINGHAM. Why did you fix the date then? Why does the academy give you notification?

Mr. COOLEY. The academy, of course, has to examine these various applicants.

Mr. BINGHAM. Physically?

Mr. COOLEY. Yes, and mentally, too. They come to us, just as Senator Gearin did, and say, "Lend us your machinery to examine these people." We say we are very glad to do so if they want us to. The papers are prepared and rated by the board of the academy.

Mr. BURLESON. They also prepare the questions?

Mr. COOLEY. Yes. We simply arrange to hold the examination in New York, or Boston, or elsewhere, as the case may be.

Mr. BINGHAM. Do they not accept without an additional examination at their academies the results of your examinations? As to scholarly examinations, do they not accept your standards if you will certify to them?

Mr. COOLEY. Oh, no; I think not; in no case. The academy always rates the papers.

Mr. BINGHAM. I am not saying that they have not discretion and have not the right to criticise, but do they criticise? Does not your examination, with the standards recommended to them, make a boy taking the examination for admission to the corps this year acceptable to the academy without additional examination?

Mr. COOLEY. My impression is that they have an additional examination.

Mr. BURLESON. They prepare the questions, and you submit them to the boys, and the boys answer them, and then the academy rates them?

Mr. COOLEY. We simply arrange to have one of our employees act as a proctor at the examination. We have practically nothing to do with it. They have an examination in Texas, or Indiana, or New York, or wherever it may be, and they ask us to lend them our machinery.

Mr. BINGHAM. I have boys at the academies and have sent boys there, and I think one of my boys went before your Commission, and I have no doubt, inasmuch as he is in, that he was recommended on the result of your examination. I want to know by what authority it was done. You say it was by simple courtesy?

Mr. COOLEY. That is all. It is simply a matter of courtesy and convenience.

Mr. BINGHAM. I do not suppose this had been a Presidential or Executive order, because you say you have done it as a favor.

Mr. COOLEY. No.

EXCEPTIONS BY EXECUTIVE ORDER.

Mr. BINGHAM. To what extent does the Executive authority run, his discretion or authority under the statute, with reference to the enlargement of your field, or the exceptions made in your field under the President's order?

Mr. COOLEY. Under the act of 1883 it is provided that certain places in the departmental service in Washington, in the post-office service and the customs service, shall be classified. They are classified by the act. The act then goes on to give the President the power to extend the classification as he sees fit. That has been done.

Mr. BINGHAM. I understand that.

Mr. COOLEY. He is limited in three respects. First, he must confine himself to the executive branch of the governmental service. He can not touch the employees of this House or of the Senate or the judicial employees; and secondly, except upon the request or the consent of the Senate, he can not classify anyone whose nomination is subject to confirmation by the Senate. Third, under the civil-service act he can not classify persons merely employed as laborers.

In view of that, perhaps I had better go on and explain how laborers have been made subject to regulations, so far as appointments are concerned. That is done under section 1753 of the Revised Statutes, which gives the President power generally to prescribe regulations governing appointments in the civil service, which of course includes laborers.

Mr. BINGHAM. That covers, as I understand, all navy-yards, all arsenals, and all positions that pertain to the War and Navy. That has been operated under. The enlargement has resulted from Executive orders since 1883. Now give me, if you please, his authority for exceptions. Where does his authority run whereby he may say to your Commission, by Executive order, without examination of the Civil Service Commission, that such and such exceptions shall be made?

Mr. COOLEY. That is especially authorized by the statute. It says the President, as he may see fit, may make the necessary exceptions.

Mr. BURLESON. As a matter of fact, his authority is lodged in the Constitution. We could not take it away from him if we wanted to.

Mr. COOLEY. I understand you could lodge it in the courts of law.

Mr. BURLESON. Take the case of a consular officer.

Mr. COOLEY. He is nominated by the President and confirmed by the Senate. As to the subordinate places, for instance, in the post-office, I suppose under the Constitution of the United States you could vest their appointment in the Supreme Court of the United States.

Mr. BURLESON. Certainly you could, because the Constitution does not direct how those appointments shall be made. But where there is a direction we could not take it away from the President.

Mr. COOLEY. No; where the Constitution prescribes how the appointment shall be made you can not touch it.

Mr. BINGHAM. Then the President, under the act of 1883, makes exceptions by special order to your Commission, and that is done in a very limited degree?

Mr. COOLEY. Oh, yes; they are made very rarely.

Mr. BINGHAM. To a very limited extent?

Mr. COOLEY. Yes. There has been a change of policy in regard to special exceptions in the last four or five years. It was originated just before I came on the Commission, in the summer of 1903. Exceptions used to be made in general language. That is to say, they would except all coachmen, or something of that kind. The result was that they found that many officers were appointing persons as coachmen and assigning them to various kinds of classified work, like that of typewriters, messengers, watchmen, etc. The policy adopted was that of allowing John Smith, for instance, to be appointed coachman to the Secretary of the Navy. By that means I think you reduce the number of exceptions. I think that is a wise policy. That is the legal situation.

SUGGESTED REDUCTION OF THE COMMISSION TO ONE MEMBER.

Mr. LITTAUER. General Black, before we finish, do you want to make any statement in connection with the suggested change in the fundamental law in your estimates, first as to salary, and then as to the further suggestion that we have brought up here as to whether the Commission would work better as a Commission of one or of three?

Mr. BLACK. I do not think I want to say anything further about the increases in salaries. Those would be matters that would have to be gone into in detail, naming the reasons why specific employees' pay should be increased, and so on.

In regard to the change in the fundamental law, the statute of 1883, in regard to the number of Commissioners, I do not think the time has arrived when there ought to be such a change, and the reasons are found in the human nature associated with the subject. Any man who would be the incumbent would be human—I do not care who he is—and the opportunity would be offered to him to favor a particular party or class of men.

The law itself provides that this Commission shall be assistants to the President, and the law sought to create an absolutely nonpartisan public service. The evils that were aimed at had grown to be, in the opinion of a great many men, intolerable, and Congress when it passed the law accepted that conclusion and believed that there was need for a change. In order that the President should be fully and fairly advised as to the wants of the whole people it was thought that he, being human, ought to be advised by a Commission representing the great divisions of parties, and hence the opinion that this Commission should be bipartisan. It was not intended strictly ever to be nonpartisan, but rather to be bipartisan, and that the President in consulting with them as to appointments and the civil service itself should know what the views of the majority and the minority parties were—those who were his political friends and those who were his political enemies.

The system, so far as that is concerned, has worked satisfactorily. It has now worked twenty-three years, and the good that was sought to be accomplished by the law is in the majority of cases accomplished. The people now in the public service are free from the control of party to a very large extent. They are confident, too, that as long as the board is constituted of men of various parties they will not be interfered with because of party affiliations. They would not be confident of it if the man who was at the head of the board stood alone in his authority, alone in his position as adviser, and belonging to the party to which one of them did not belong who sought to be appointed. Inasmuch as the old evils have largely been done away with and a good condition has been created, and inasmuch as human nature has not changed, it seems to me that it is desirable that the bipartisan board should be kept up.

Mr. LITTAUER. Thank you, General, for your opinion.

• ADDITIONAL CLERKS—INCREASE OF WORK.

Mr. LITTAUER. Now, let us get down to details here. You ask here for an increase of three extra clerks. Does the condition of the work require it?

Mr. COOLEY. Yes. Nineteen thousand sets of papers are to-day unexamined.

Mr. LITTAUER. How many were there a year ago?

Mr. COOLEY. About 5,000.

Mr. LITTAUER. Is the work increasing?

Mr. COOLEY. I think it is. The number of appointments increased quite considerably during the past year.

Mr. BLACK. Within two months the whole system of deputy revenue collectors has been taken in. There are 1,100 of them, and more of those papers, and as vacancies occur examinations have to be had for them. The meat inspectors have enormously multiplied under the meat bill.

Mr. LITTAUER. Then this is due to the increase of work for the clerical force?

Mr. BLACK. Yes, sir. It is due to the increased necessities.

Mr. BINGHAM. I suppose one year follows another in the general growth or increase of your work. As almost all the subordinate force of the Government is now in the classified service, what is your annual average percentage of increase? About what? They know in the Post-Office Department the increase of work there, so far as the mail service is concerned. I thought perhaps you had a general idea—5 per cent, or 2 per cent, or 10 per cent, or whatever it may be.

Mr. BLACK. I think it may run from 7 to 10 per cent.

Mr. COOLEY. There are now 185,000 people in the classified service. Approximately 125,000 were examined during the last fiscal year, and about 40,000 appointments were made as the result of examinations.

Mr. BINGHAM. That is about the average?

Mr. COOLEY. In that fiscal year there was a slight falling off in the number examined and a considerable increase in the number of appointments. This year, unquestionably, there will be an increase in the number of examinations and appointments. For instance, we have a big meat-inspection examination and an internal-revenue examination.

Mr. LITTAUER. All these estimates are accompanied by notes that fully explain them?

INCREASE FOR TRAVELING EXPENSES.

Mr. BLACK. Yes. There is one request for an increase that I would like to call attention to particularly. That is for traveling expenses.

Mr. LITTAUER. That seems to be explained here.

Mr. BLACK. One thing further on that point: There are now about 1,250 of these local boards and the number is increasing constantly. There are 12 districts to be traveled over and visited, and that is the reason for the increase asked for for traveling expenses.

Mr. BINGHAM. Now, gentlemen, have you made a submission of all you desire?

Mr. BLACK. I believe that is all that I have to suggest.

Mr. BINGHAM. Thank you, General.

WEDNESDAY, *November 28, 1906.*

DEPARTMENT OF STATE.

STATEMENT OF HON. ELIHU ROOT, SECRETARY OF STATE, ACCOMPANIED BY MR. CHARLES DENBY, CHIEF CLERK.

Mr. BINGHAM. Mr. Secretary, you are thoroughly familiar with the general recommendations of your Department, no doubt, and only as a suggestion, in order that you may move perhaps in the line of a fresh recollection, I will remark that the existing law, the current law, has given you 26 new offices for this present year, with an increase of \$30,550. You now come before us in your propositions for next year with some requested increases. Will you state generally, without perhaps any interruption, unless some gentleman feels that he wants to be better informed—state why you want these increases?

INDEXING PAPERS AND CORRESPONDENCE.

Secretary Root. The increases are of about 20 in the clerical service. Fourteen of those are for specific reform in the indexing and arrangement of the documents and papers and correspondence in the State Department. We are trying to introduce there the same reforms in those respects as were introduced in the War Department a number of years ago. You will remember, General Bingham, the time when it took anywhere from two weeks to two months to get any information from the Record and Pension Bureau of the War Department. That was because the papers were kept there just as papers were kept until a few months ago in the State Department; simple methods which would do for a country law office did very well in the State Department for many years, and they did very well in the War Department for many years. But the time comes, with the increase in the business of the Department, and a country growing as this is growing, when the complications become so great that the simpler methods of simpler times become inadequate, and the Department is swamped by a mass of confusion, and it is necessary to introduce organization and methods adequate for dealing with the papers.

Now that time came a good while ago, a number of years ago, in the War Department, and the introduction of new methods there led to such a result that now the sun does not go down on an unanswered letter in that Bureau—the Record and Pension Office. In nearly five years' service in the War Department I got familiar with those methods, and there was some progressive development in them, extending them over the entire War Department; and, coming into the State Department, I found the old system, which has been outgrown by the business of the Department—an enormous increase in the business of the Department. I find that the Department is swamped, and I find it very difficult to live and work under the lack of system that existed, which I found in the State Department. It was all right for a long time, but we have reached a point there, with our enormous increase in foreign trade and foreign travel, and our

intimate connection with the world that has come with our increased size—we have reached the point where we have got to have system, or the Department will be swamped.

Mr. LITTAUER. Have you inaugurated this new system, the card system, of which you spoke a year ago?

Secretary Root. Yes, sir. What we did was this: We sent first one man and then another from the State Department over to the War Department, to go through a course of instruction. I got General Ainsworth to take it up and undertake to teach the business, until we finally settled upon the right man, and then we got also one of the best men in the War Department to come over to the State Department and we put him into a vacancy which existed there, so that we have got started the War Department system in the preservation and indexing, card cataloguing and cross-referencing of documents in the State Department, and we have got to have these clerks to carry on that work.

Mr. LITTAUER. Does that refer to the current work or to work covering the past?

Secretary Root. That refers to current work, and as we go on we hope to work it back to the past. It is peculiar to the State Department, because things are never closed in the State Department. We are dealing to-day with matters that have been going on during the entire history of the Government. Expressions that were used by former Secretaries of State a hundred years ago are being pulled on us by foreign countries now. Take, for instance, the Newfoundland fisheries question. We are involved now in dealing with questions that have been discussed in various phases and in a multitude of forms since away back to the time of the treaty of 1783; first 1783, then 1818, then 1854, then 1871; then the discussion of the Hay-Bond treaty and the Halifax award. There is hardly a year to be found for one hundred and twenty years back in which there has not been something on that subject.

Now, I have got to be able to get hold of it; otherwise I might make a most humiliating mistake in answering arguments by the British foreign office if I overlooked something that has been done and said in the State Department during the past century. Take the fur-seal fisheries question. We are hammering away at that. It has been the subject of enormous correspondence and discussion with Great Britain, with Russia, and with Japan, running over a great number of years, and we are having to deal with it now, and I have got to be able to put my hand on the matters pertaining to it.

Mr. LITTAUER. The necessity is evident. What I want to get at in connection with this, Mr. Secretary, is this: Of the 20 asked for, 14 are for indexing. If my memory serves me right, the work was back in the War Department, and when that indexing was completed that force was dropped, and the head of that office continues only his ordinary force year after year with current work. Are the 14 which you ask for now to be permanent employees?

Secretary Root. Yes.

Mr. LITTAUER. Necessary for the current work of the Department, and are you going back through the history of the Government to index whatever you have in your archives?

Secretary Root. I do not think we will be able to do any more than the current work with these additional clerks.

Mr. LITTAUER. Of course these additional fourteen are in addition to those formerly in the Department. Last year, of course, you put an end to the emergency force that came over to you, and the \$10,000 increased clerk hire was to take up in part those who had formerly been paid out of the emergency fund, and, I believe, detailed. At any rate, it was something in that line. Now, this increase of 20, 14 of whom are to go to work indexing, you believe will be a necessarily permanent force to keep up the work?

Secretary Root. Yes. Fourteen are for the indexing. It is a new and separate thing. The other six are what we asked for, in substance, last year, and you did not give them to us. The idea was to put the \$1,800 clerks up to \$2,000.

Mr. LITTAUER. The salaries you would pay these 14?

Secretary Root. There would be two at \$2,000—

Mr. LITTAUER. Why do you begin, Mr. Secretary, with clerks at \$2,000 for work of this character?

Secretary Root. Because we would not put new men in those places. We would put the best men we have got.

Mr. LITTAUER. Are there any men in the War Department of that kind receiving \$2,000?

Secretary Root. Yes.

Mr. BURLESON. Would the only duty they perform be indexing?

Secretary Root. I have made a memorandum here, showing the \$2,000 clerks in the different Departments.

Mr. LIVINGSTON. How do they compare with yours, Mr. Secretary?

Secretary Root. There is a great number of them.

Mr. BRICK. Will you let that paper go into the record?

Secretary Root. Yes.

Mr. LITTAUER. You have not had in your Department any clerks beyond \$1,800 clerks for that other work?

Secretary Root. No, sir; we have not. We think the State Department is entitled to be put on the same basis as the other Departments in every respect.

Mr. BURLESON. Is the only labor they perform to be indexing?

Mr. LITTAUER. Please give us that statement of the salaries, so that we can get an idea of them.

Secretary Root. There are two at \$2,000, two at \$1,800, three at \$1,600, two at \$1,400, one at \$1,200, three at \$1,000, one at \$900. That is the way we have arranged them. The two at \$2,000 will have to be men who do not perform merely clerical work, but have got to understand the subjects that are dealt with in the correspondence and dispatches and papers which are to be indexed and cross-referenced—

Mr. LITTAUER. Matters outside of what you are dealing with?

Secretary Root. They have got to comprehend the matters and subjects they are dealing with.

Mr. BURLESON. So as to do the cross-indexing properly?

Secretary Root. Yes; so as properly to direct the force, in order that they may properly index and brief those matters. They have got to

understand the diplomatic history of the country. They have got to understand what the relations are between a paragraph in a letter to Russia and a question that is going on with Great Britain about the fur seals; a paragraph in a letter from our ambassador to France and the questions we have with Great Britain regarding the Newfoundland fisheries. They have got to be men whom I can send for information, to whom I can send and say, "There is something somewhere in the history of this Department upon such a subject, and I can not tell you where it is, but I want it."

Mr. LITTAUER. Is that not usually the work of a chief of division—that is, a superior man over the clerical force?

Secretary ROOT. You have got to have something between a chief of division and this mass of documents. You have got to have a man who not only makes the correspondence, dictates the letters, and takes charge of them, but some one who is familiar with the records and the files. As it is now, if I send to the chief of the diplomatic bureau for information on some subject that we want from his head—his memory—he will give it to me, but if I send to him wanting some document relating to a subject he can not give it to me. He has got to go to somebody who is in charge of these records, and that somebody has got to have an understanding of the subject and of the records.

Mr. LITTAUER. These men, then, would rather be above doing the work of indexing? They would be doing the brain work while the other men would be doing the clerical part?

Secretary ROOT. Yes.

Mr. LITTAUER. We do not recognize clerical service beyond \$1,800 in the Departments, so far as I know. I have not seen your list.

Mr. BURLESON. As I understand it, these \$2,000 clerks will have to do with the correspondence with foreign countries?

Secretary ROOT. Yes; with the correspondence with foreign countries and our representatives in foreign countries and our consuls.

Mr. LITTAUER. You ask that the salaries of the chiefs of bureaus be increased there from \$2,100 to \$2,500.

Mr. BURLESON. As to Mr. Littauer's remark, that we do not recognize clerical positions above \$1,800, there must be some designation.

Mr. LIVINGSTON. You might call them specialists.

Mr. BRICK. They are really foremen of the cataloguers, or superintendents?

Secretary ROOT. Yes. They would really be assistant chiefs of division. You have in the Treasury Department an assistant chief of division, at \$2,000; two principal bookkeepers, at \$2,100; eleven bookkeepers, at \$2,000. You have in the Interior Department four clerks, at \$2,000, and seven chiefs of division, at \$2,250.

Mr. BURLESON. You have eight chiefs of bureaus. Why can you not designate these other men as assistant chiefs of bureaus?

Mr. LITTAUER. They do the most intelligent and highest grade work?

Secretary ROOT. They would really do the work of assistant chiefs, because they would be in charge of the force that is doing the indexing and briefing and cross-referencing and cataloguing the correspondence and decisions. It requires a good deal of intelligence, and you have got to have somebody whose business it is to direct the clerks.

Mr. LITTAUER. Is it your purpose to make a division of this work? You do not increase the number of your bureaus?

Secretary Root. No; it all goes into the bureau of indexes and archives.

Mr. LIVINGSTON. Have you an assistant chief in that division, in that Bureau, Mr. Secretary?

Secretary Root. No. There is no chief of division; there is a chief of the bureau, and no assistant.

Mr. BURLESON. Mr. Secretary, as a matter of fact, we have no clerks that we pay \$2,000.

Secretary Root. Then, call these men assistant chiefs. As it stands now, Doctor Buck is chief of the bureau of indexes and archives.

Mr. BURLESON. You know, if we inaugurate the system of creating a "clerk" at \$2,000, there will be a thousand people on the backs of Members of Congress.

Secretary Root. I know.

Mr. LITTAUER. There was also added last year to the law a provision that we should have a new index of the Statutes at Large. It requires some one quite well versed in law. The salaries attached to that work were: One at \$1,800, one at \$1,200, one at \$900, and two at \$720, adding \$500 to the librarian of the law library connected with the Library of Congress.

Mr. BURLESON. And it is claimed that they must be men of scientific and technical information about the law and about indexing.

Mr. LITTAUER. It has bearing simply upon a new category in the force higher than before.

Secretary Root. There is this to be said about the men in the index force: They are practical searchers. They are more like examiners in the Patent Office. A man is set to work to find something, and he has got to know the history of diplomacy. He has got to know the diplomatic history of the country, and he has got to understand the subject, because he is not given the name or the title. He is given a subject, and he has got to have a thorough familiarity with the history that is buried there in those papers. It is a very high order of ability and attainment—

Mr. LITTAUER. And information?

Secretary Root. Yes; and information. It is fully up to those examiners in the Patent Office who get \$2,000.

Mr. LITTAUER. Of course it is a broader field for topics than is required to be traversed by one who is at work making an index of the Statutes at Large, but even that man would have to be versed in law and have a broad reading and wide information along that line. The question is whether we should start out here with a branch of the clerical service, practically designated as such here, that would give to the State Department six clerks at \$2,000. You say two of those men would be on the indexing. How do you propose to keep the other four at work? Do you propose to promote some now receiving \$1,800?

Secretary Root. Yes.

Mr. LITTAUER. What would they be doing?

Secretary Root. The same as they are doing now.

Mr. LITTAUER. It is work which you believe ought to be paid for at the rate of \$2,000?

Secretary Root. Yes; I do. I can not say anything more than that; it seems to me the work is worth that.

Mr. LITTAUER. Would not that bear pretty generally throughout our service?

Secretary Root. Undoubtedly.

Mr. LITTAUER. It brings in a very broad question.

Secretary Root. I recognize that we run against the difficulty of a wider application of a particular instance.

Mr. LITTAUER. You said a moment ago that you wanted to say a word further in reference to these eight bureau chiefs?

CHIEFS OF BUREAUS.

Secretary Root. Yes. I think these bureau chiefs are entitled to fully as good treatment as the men holding similar positions in other Departments; and, considering that, I wish you would bear this in mind: The State Department was for a long time regarded by the Congress and by the people of the country as being rather an ornamental Department. There was a long period in our history when the State Department really did not have much to do. There was great activity in our foreign affairs in the very early history of the country, when we had but recently ceased to be a colony, and when we were in controversy with Great Britain—all the controversies of which the war of 1812 formed but a part—and when we had Spanish colonies to the south of us, and France in Louisiana, and hostile Indian tribes to the west of us controlled by foreign nations, and the Government was conducted by men who had themselves been colonists in their youth. Then there was great activity in our foreign affairs. But from the Presidency of Jackson and the wiping out of the Spanish and French colonies to the south, and the overwhelming of the Indian tribes immediately to the west, and the great tide of immigration westward, we devoted ourselves to our own internal affairs, and our foreign relations were largely relations of purely ceremonious courtesy, and the State Department was regarded as being merely a necessary appendix for the purposes of politeness.

Now we have swung through that period and come to a point where our growth is bringing and has brought us into contact with every country in the world, and the State Department has an enormous business pressing down upon it. You can not have three billions of foreign trade without having business for your State Department.

Mr. LIVINGSTON. They are pressing the tax questions on you, too?

Secretary Root. Yes; yes. The pot is boiling all the time, and the questions are increasing constantly, and the work that is pressing upon these bureaus and bureau chiefs is increasing correspondingly; and we have got there a set of men most of whom are men of first-grade ability. They are men who ought to be, if they were out in a profession, making from five to twenty times what they are getting in the Department. Of course we can not regulate our Government salaries upon such a consideration as that, but we do think these men ought to be put on as good a basis as the men who hold similar positions in the other Departments of the Government.

Mr. LITTAUER. I have just asked Mr. Courts about it, Mr. Root, and I find that these salaries are statutory.

Secretary Root. I am addressing the statute-making power.

Mr. LITTAUER. This is not the authority that deals with those statutes. At least we do not regulate them.

Secretary Root. Let me show you, here: Mr. Carr, chief of the consular bureau, has been in that office since 1892, or rather he has been in the service since 1892. He was appointed chief of the consular bureau in 1902 by a regular line of promotion. Doctor Buck, chief of the bureau of archives, has been in the service since 1898. He worked up from the position of a stenographer and typewriter to that of assistant chief clerk, and then last July he was made the head of this bureau, after a number of trials in the War Department. A number of gentlemen had been sent in there. Mr. Morrison, the chief of the bureau of accounts, has been in the service since 1867. Mr. McNeir, chief of the bureau of rolls and library, has been in the service since 1877. Mr. Dean, chief of the bureau of appointments, has been there since 1900. Mr. Hunt, the chief of the passport bureau, since 1880. Mr. Osborne, chief of the bureau of trade relations, since 1889. All those men are by merit raised to that good eminence.

Mr. LITTAUER. You feel that they all ought to be placed on the same footing, on a par; for instance, your passport bureau and your bureau of accounts, and the chief of the bureau of appointments?

Secretary Root. Yes; I think so.

Mr. LIVINGSTON. How do the salaries of your chiefs compare with the salaries in the other Departments? Are they under or over?

Secretary Root. They are under. Our chiefs get \$2,100 a year. In the Treasury Department the chief of the division of customs gets \$2,750, the assistant chief gets \$2,000, and there are five law clerks at \$2,000. In the Treasury Department also the chief of the division of appointments gets \$2,750; the assistant chief, 2,000; the executive clerk, \$2,000; the law and bond clerk, \$2,000. In the division of public moneys the chief gets \$2,500. In the division of loans and currency the chief gets \$3,000. In the division of Revenue-Cutter Service the chief gets \$2,400. In the division of stationery—printing and stationery—the chief gets \$2,500, and in the division of mails and files the chief gets \$2,500.

Mr. LIVINGSTON. Those chiefs of division in the Treasury Department are fixed at that rate by statute?

Mr. COURTS. Yes.

Mr. LITTAUER. Your chiefs are receiving about the least among any?

Secretary Root. Yes; I think the least of any. Of course, over in the War Department the chiefs of division are generals, with corresponding salaries.

Mr. LITTAUER. Outside of the 14 index clerks, you want these 6 others. Is your work at all growing there now? Have you got force enough to keep them going properly?

Secretary Root. But we have not been able to put into effect what I want, and that is the establishment of a regular systematic information service.

Mr. LITTAUER. The information service you spoke of a year ago?

Secretary Root. Yes.

Mr. LIVINGSTON. You can not get along with the present force?

LACK OF EXPERT ASSISTANCE.

Secretary Root. No, sir; I can not. There is particularly a lack of force in what we call the bureau of trade relations. You will remember that there was a reciprocity bureau, and that when I talked with you a year ago we talked about the expenses of the reciprocity bureau, of which Mr. Kasson had been the head, and of which Mr. Coleman was secretary and practical chief under Mr. Kasson. That is gone now. That expense had been paid out of an emergency fund, and we abandoned that in the process of reforming our salaries, with general consent.

There is a great amount of work to be done—work that we have got to have done in the State Department. It is part of a pretty wide subject, and I do not know that I ought to take up your time with it, but it may be worth while for me to say a few words. We are very lame and very undeveloped in our governmental organization in respect to expert assistance. We have just sent over to Germany for the purpose of reaching an understanding upon facts and an understanding of the relative ideas of the two countries on the subject of the tariff, three experts; and I had to go around and pick them up and get them as a matter of special favor from the Treasury Department and the Department of Commerce, and we have added a consul-general—Mr. Mason—who has gone over to Berlin from Paris to give them the benefit of his assistance. They met in Berlin a force of nine experts connected with the foreign office, whose entire and continuous business is to keep the Government of Germany up to date all the time upon every commercial question.

Mr. LITTAUER. You have not a like force in your Department?

Secretary Root. There is no such force here.

Mr. BURLESON. Is there any necessity for such a force? Germany is constantly engaged in negotiating reciprocity treaties with various countries. That is the very character of business they are engaged in. They are the experts about whom Secretary Root speaks.

Secretary Root. We are exporting \$1,750,000,000 worth of goods, and all of those except those going to Great Britain herself are going to countries that have tariffs imposed upon our goods, and there is no country in the world that so much needs intelligent and expert knowledge on all tariff questions as this country now, at this very time.

Mr. LITTAUER. Tariff questions from the standpoint of those countries we are dealing with?

Secretary Root. Yes.

Mr. BURLESON. To do what, Mr. Secretary?

Secretary Root. To enable us, in the first place, to make the necessary representations to those countries which will prevent their imposing disadvantages upon our trade—

Mr. LIVINGSTON. And crippling it?

Secretary Root. Yes; crippling our trade. Changes are being proposed all the time all over. Changes in France, changes in Germany, changes in Brazil, changes everywhere in the tariff. Our commercial competitors are trying to get changes made that will help them and hurt us all the time. We have got to look out for it every day in the week, and somebody has got to know something about the subject.

Mr. TAWNEY. To what extent, if at all, has the Treasury Department performed this service in the past?

Secretary Root. I do not suppose to any considerable extent. It has been left to the State Department, which did not have any experts who were familiar with the subject. I have only answered a single question about trying to prevent injury. Another thing is to try to get changes made in their tariffs that will benefit us.

We have just got, incidental to a little cultivation of kindly feeling with South America, a reduction of the Brazilian duties on our flour. They gave us a 20 per cent differential, a rate 20 per cent lower to us on our flour than on the flour imported from other countries.

Mr. BURLESON. Can we obtain favors of that character without granting similar concessions?

Secretary Root. We have just done it.

Mr. BURLESON. What character of favor?

Secretary Root. A reduction of 20 per cent in the duty on flour with Brazil.

Mr. BURLESON. Without granting any concessions ourselves?

Secretary Root. Yes.

Mr. TAWNEY. Is it not fair to say that coffee, the chief and almost sole importation of that country, Brazil, comes to this country free? That is the reason we are able to make negotiations of that kind.

Secretary Root. Of course. But an understanding of that situation—that is a simple situation—an understanding of it is necessary on our part if we are to have such a concession on their part. We have now, under the third section of the Dingley Act, authority to reduce the duties on distilled spirits, argols, and wines coming from foreign countries, for a consideration, and propositions for that are always on the tapis here. We are making such arrangements from time to time. We have got to know. Other countries are making proposals to us for reciprocity treaties, just as Germany has a proposal pending now. We can not throw a proposition of that kind out of the window.

Mr. BURLESON. I will admit the crying necessity of these experts if you are going to engage in that policy.

Secretary Root. Whatever the policy may be, we have got to engage in the policy of treating foreign countries with consideration and courtesy, and when they come to us and say, "We want to make a reciprocity treaty" and "The tariff arrangements with us are not fair," we have got to listen to them and discuss the subject with them, and we have got to have somebody who knows something about it.

Mr. BURLESON. It does not take any expert knowledge to give them a polite answer and to say that it is not the policy of the United States to do that. Is not that the situation?

Secretary Root. It is not a situation that the Secretary of State is entitled to announce. We have got to deal with each situation by itself as it occurs.

Now, what I am driving at is, I think there ought to be a better organization and "correspondence," using the word in the French sense for expert service. I do not believe in building up in the State Department a duplicate expert service because we need experts there. I think we ought to have recognized experts in the Treasury Department and in the Department of Commerce, in the Department of

Agriculture, and so on; and whenever knowledge and familiarity with a subject is needed for the purpose of negotiation in the State Department those experts ought to be available. But we have not any such system. Such a system has got to be evolved gradually. It will be evolved in time. In the meantime there is constant, almost daily need for information upon a great variety of commercial questions in the State Department, and this Bureau of Trade Relations, which survives, is the place to which we have to go for that.

Mr. TAWNEY. Mr. Secretary, in Germany and France or any European country that has a tariff do they have in their Government an organization corresponding to the one you are now speaking of, and as to the necessity for it here?

Secretary Root. They have it attached to the office of foreign affairs, a separate organization. I do not believe in that under our system. I believe that the experts of the Treasury and the Department of Commerce and Labor ought to be available. I think there ought to be a distinct and systematic arrangement under which they will be available. But nevertheless it is reasonable that there should be one man in the State Department whose business it is to get the information for the Secretary of State on these various questions; and almost daily I have to have it.

Mr. LITTAUER. You have no right to expect that a man who receives \$2,100 or \$2,500 would be capable of giving you that information, have you?

Secretary Root. Mr. Osborne, who is getting \$2,100 and who ought to have \$2,500, does it very capably. I was very fearful of letting Mr. Coleman go when we wiped out that old reciprocity bureau, and we let him go; but I have been very well satisfied with the way Mr. Osborne, who was Mr. Coleman's assistant, has responded to my demands. He has got to have more clerks in order to do the work.

Mr. BRICK. Mr. Secretary, you said you wanted to have this indexing and cross referencing go clear back. How do you propose to do that with these 14 clerks to do current work? How will you get up in that work?

Secretary Root. That will have to be done gradually. What we want them for now is to do just current work.

Mr. BRICK. So I understood you, and I was wondering how they could go back.

Secretary Root. They will not have to go back now further than a point where it is necessary to understand the current work.

LITHOGRAPHER.

Mr. LITTAUER. For the services of a lithographer and necessary materials you want \$300 more.

Secretary Root. Mr. Denby knows about that.

Mr. DENBY. The lithographer is paid \$1,200 a year for labor and materials. Out of that sum he must furnish his own materials. The work he does is to supply passports, commissions, exequaturs, etc., from plates in the possession of the Department. He is obliged to buy inks, benzine, zinc, oil, and things like that, on which he expends approximately \$80 a year. He is also compelled to pay out of his own salary an assistant, and that expense comes to about \$200

a year. The effect is that the more work we give the man to do the less pay he gets.

Mr. LITTAUER. Does he do more work now than formerly?

Mr. DENBY. Yes, sir. He issues more passports, and commissions, you know, are in constant demand. It seems to me inequitable to retain his salary at this figure. An increase of \$300 to his compensation would give him for his own services about \$100 a month, which I think was the idea in contemplation of the law.

RENT OF WAR COLLEGE BUILDING.

Mr. LITTAUER. Now as to the rental of the building known as the War College: I suppose that bears on the general subject of cramped quarters?

Secretary ROOT. Yes. The more men we have, the less room.

Mr. LITTAUER. Have you tried to get any more room?

Secretary ROOT. There is no use in trying to get anything away from the War Department or the Navy Department. [Laughter.] The Navy Department has that entire big Mills Building. The opportunity for the State Department to get back some of its territory in the State, War, and Navy building was lost when the Navy Department was allowed to go into that immense Mills Building without giving up any room in the main building. We have less than 60 per cent of the room that was provided for the State Department thirty-five years ago, when the building was put up.

Mr. LITTAUER. You have determined upon renting this building?

Secretary ROOT. We have thought of this building, the old War College building, because the War Department, which already has it, is expecting to go out in the spring. It faces on Lafayette Square, a few steps from the State, War, and Navy building.

Mr. BURLESON. You still believe you should have the new building about which you spoke a year ago?

Secretary ROOT. Oh, there is no doubt about that.

Mr. LITTAUER. Is the rental the same as the War Department now pays for this building?

Secretary ROOT. Yes; I suppose so.

Mr. DENBY. They pay \$3,000 per annum, and have an option for one year from June, 1907, for a renewal at the same rate.

Mr. LITTAUER. How many square feet has it?

Mr. DENBY. I have no report of the capacity of the building, but it will be ample for our purposes.

Mr. BRICK. Your idea is to take the same building, with the same amount of room?

Secretary ROOT. Yes. Our idea is to take the same building that the War Department has and to pay the same rent. I am sure there is fully as great a necessity for it as when you let us have it for the War Department.

CHIEFS OF DIVISION (AGAIN).

May I say one thing about this other matter, going back to the salaries of the chiefs of division? I asked that last year, and in the general scheme of salaries which we asked for in the estimate \$2,500 was asked for each of the chiefs of bureaus, and the salary of

the clerk to the Secretary of State was fixed at \$2,250. While you left the chiefs of bureaus at \$2,100 each, you were good enough to put this clerk at \$2,250. Now, I do not want him to have that if the chiefs of bureaus are to have only \$2,100. I do not think it is right and fair. I want you to put the chiefs up to \$2,500, because I am sure they are entitled to it. But if you do not put them up, I want you to put the other one down.

Mr. LITTAUER. He was to be a confidential secretary?

Secretary Root. Yes. Either put them up or put him down. It is not right that he should have more than they.

Mr. LITTAUER. His work is not on a par with theirs?

Secretary Root. No, sir; it is not. It is confidential work, for which you want a fellow thoroughly trustworthy and a competent stenographer; but it does not compare with the work, for example, that Mr. Buck does, and the work Mr. Smith and Mr. Carr do, and it can not fail to create a sense of deep injustice in their minds to see the confidential clerk receiving more than they do.

Mr. LITTAUER. What a happy thing it would be for us if we could equalize salaries?

Secretary Root. If these chiefs of division are left at \$2,100, that other salary ought to go back to \$1,800.

LIMITATION AS TO THE USE OF THE EMERGENCY FUND.

Mr. BINGHAM. Mr. Secretary, there are one or two questions that I would like to ask. Have you sustained any delay in work by virtue of the prohibition contained in the current law with reference to the details from other Departments, in view of your largely increased subordinate force for the current year—the prohibition “that hereafter there shall not be employed in the Department of State or in connection with said Department in the District of Columbia any personal services other than those which shall be specifically authorized or appropriated for?” In view of the fact that the committee of Congress gave you a large increase, as we supposed at that time, does that paragraph affect you in any wise?

Secretary Root. It does not affect us except occasionally it is a little awkward to be cut off from having some special thing done. I do not think that the thing which this clause was aimed at should—

Mr. LITTAUER. The emergency fund—

Secretary Root. Yes. I do not think that the legitimate and intended effect of this clause occasioned any embarrassment at all. This was not put in the estimate this year—I see you have it in brackets—because it was a permanent provision, and there was no occasion to leave it in the estimate. The object of that provision was to cut off such things as this emergency way of hiring clerks.

Mr. LITTAUER. As we had made provision for?

Secretary Root. Yes. But it does sometimes happen that there are specific things to be done which are not of the same nature as those, but which should be done in whole or in part in the District of Columbia, and as to which this makes some awkwardness. For example, I have been taking up the subjects that were left by the Joint High Commission of 1898, between the United States and Canada. There is a variety of them, and I have taken them up with the idea that we ought to try to get rid of them now, while we are

not quarreling about them; and I employed the secretary of the American branch of the Joint High Commission to go to work and collect the scattered records and make reports upon the situation of each one of those different subjects. He is a lawyer in New York, and did most of his work there, but he had to come here and do a considerable amount of work.

Mr. TAWNEY. Who is that? Is it Anderson?

Secretary Root. Yes, Anderson; a very competent and able fellow; and I undertook to pay him just what he had been getting as secretary under the Joint High Commission—practically a continuation of his work as secretary. I thought this clause in the law interfered, and I hustled around, spending considerable time in explaining and getting a special appropriation for that. I have felt debarred by this clause from paying him from that fund for any part of the work which he did in the District of Columbia, although I do not think it was intended for that at all.

METHOD OF PREPARING ESTIMATES.

Mr. BINGHAM. In view of the details that you have given us in connection with the increases asked for, and also the increases in the current law that have already been given to you, together with your proposal for an increase of twenty-four more in the subordinate force for the next fiscal year, let me understand how you make up your recommendations to Congress. Do they ultimately reach you for your thorough and complete investigation personally?

Secretary Root. You mean the estimates?

Mr. BINGHAM. Yes.

Secretary Root. They do.

Mr. BINGHAM. In other words, they come directly from you after you have heard your subordinates' reports and chiefs of divisions?

Secretary Root. Yes.

Mr. BINGHAM. Therefore they become, not the recommendations of the chiefs of divisions, but your own, after complete investigation and supervision?

Secretary Root. Yes.

Mr. BINGHAM. That is the system of your Department?

Secretary Root. Yes, sir.

Mr. BINGHAM. Now, you have answered the questions fully, and under the common rules of this committee, Mr. Courts tells me, the print of your remarks will be sent to you for correction. You have covered the ground as to the inquiry I proposed to make. As I understand it to-day, your general system of administration of the Department is built upon the lines of larger communication with foreign countries in times of peace than heretofore, is it not?

Secretary Root. Yes, sir.

Mr. BINGHAM. You are covering new fields of work in your Department, and you feel that they are essential for the use of the Government?

Secretary Root. Yes, sir.

Mr. BINGHAM. So far as I am personally concerned, I am gratified to hear it, and I know something of the work that has been done; and I suggest that, if you desire on your part to amplify a little, it will be instructive not only to the committee but to the House.

TELEPHONE SWITCHBOARD OPERATORS.

Secretary Root. Mr. Denby wants a word said about the telephone operators, the lack of whom has been a good deal of an annoyance.

Mr. BURLISON. I would be glad if you would leave the memorandum you have prepared showing the comparison of salaries. You can take it with you and put it in the proper place when you revise your remarks.

Mr. DENBY. We asked for two telephone operators last year, and you gave us one. The result was that on the 1st of July we had to close our switchboard after office hours, and it was found to be a source of great inconvenience, because a great deal of work was done after office hours.

Mr. LITTAUER. Where does the inconvenience come in?

Mr. DENBY. Because we can not communicate with the outside world after office hours. The Secretary of State remains a long time in the office; until 8 or 9 o'clock sometimes. The Assistant Secretary does so, too, and the Third Assistant does, and several members of the staff. When the day operator goes at 4.30 our switchboard is closed. To obviate the difficulty we have put in 6 trunk lines which the central operator connects up with the central exchange when she leaves the switchboard, and those persons connected with the trunk lines can communicate with the general telephone system through the central.

Mr. LITTAUER. Do you mean to say that the telephone in the Department is not connected with the main switchboard, and that when the operator goes away she opens it up with the city board? All she has got to do is to eliminate her part and connect you with the main board, so that you can call up the central instead of the local.

Mr. DENBY. The particular rooms whose telephones are connected by trunk lines would be the only ones which could communicate with the central in the way you suggest. The general State Department system would be cut off.

Mr. TAWNEY. Let me ask you how many offices in the State Department use a telephone after 4.30 o'clock, or have occasion to?

Mr. DENBY. Some offices use a telephone after office hours almost as often as it is used in the day. There must be—

Mr. TAWNEY. How many offices in the Department are using the telephone after 6 o'clock?

Mr. DENBY. Six of them.

Mr. TAWNEY. How many trunk lines have you?

Mr. DENBY. Six.

Mr. TAWNEY. So that 6 people in the 6 offices after 4.30 o'clock can get in communication by calling up the central here in the city?

Mr. DENBY. Yes, sir; but that is a method that does not work well.

Mr. LITTAUER. Why?

Mr. DENBY. Because people call up the number of the State Department in the telephone directory, which is a switchboard number, and the switchboard is closed shortly after office hours.

Secretary Root. How about the cost?

Mr. DENBY. The cost of the trunk line is \$2 a month. It is cheaper than the regular telephone subscription, though an interior

telephone connected with a switchboard connection costs only \$6 per annum.

Mr. LITTAUER. When your switchboard operator goes away she simply opens up the connections of all the telephones in the Department?

Mr. DENBY. There are only 6 connected. We have only got 6 lines to the central. Another great difficulty is this: The Secretary and the other officials of the Department are accustomed to calling up by asking the switchboard for a certain person or a certain address. Now they are compelled to look in the directory and ask for the number, just as they do with a private telephone.

Mr. TAWNEY. That is simply a matter of convenience or inconvenience.

Mr. BURLESON. It costs but little trouble.

CARPENTER.

Mr. LITTAUER. Tell us about the item for the carpenter?

Mr. DENBY. We propose to have a carpenter at \$1,000 a year. We do not pay him now. We order work now and pay his bill. We think it is economy to engage a man at \$1,000 per annum and call on him ad lib. As it is now, we pay him for what he does.

Mr. LITTAUER. Have you got tools for him?

Mr. DENBY. He has his own tools.

Mr. LITTAUER. What does he do, make boxes?

Mr. DENBY. He makes boxes for the packing of books, the shipping of stationery, and does all sorts of things. We now pay him by the job, and it is expensive.

Mr. TAWNEY. What does it cost now?

Mr. DENBY. It costs \$2,800 for job work, and we propose to pay him a salary of \$1,000.

Mr. LITTAUER. It is not cabinetmaking?

Mr. DENBY. No.

Mr. LITTAUER. Why pay the man that much for carpentering?

Mr. DENBY. We do not need a cabinetmaker, but only a carpenter, a packer, or box maker.

Mr. TAWNEY. Could you get as much work for \$1,000 as you now get for \$2,800?

Mr. DENBY. We will get all we want.

Mr. LITTAUER. At \$2,800 he furnishes an assistant?

Mr. DENBY. Doing job work he will have an assistant. If a man is lying around and doing nothing he makes that up.

Mr. TAWNEY. Material and labor is \$2,800.

Mr. DENBY. Yes, sir.

Mr. LITTAUER. You have a necessity for a carpenter?

Mr. DENBY. Yes, sir.

Mr. LITTAUER. Could you not get a carpenter for \$900 to do that work?

Mr. DENBY. This man does repairing of the furniture and the cabinet work in addition to making packing boxes and he does all the repairs to the bookcases, cabinets, builds the file cases, puts up desks and knocks them down and keeps them in order.

White House:	
7 "clerks," at.....	\$2,000
Department of the Interior:	
4 "clerks," at.....	2,000
7 "clerks, chiefs of divisions".....	2,250
Treasury Department:	
Division of bookkeeping and warrants—	
"Assistant chief of division".....	2,700
2 "principal bookkeepers".....	2,100
11 "bookkeepers".....	2,000
"Assistant chief," division of customs.....	2,000
"Assistant chief," division of appointments.....	2,000
"Assistant chief," division of public moneys.....	2,000
"Assistant chief," division of loans and currency.....	2,100
"Assistant chief," division of revenue cutter.....	2,400
"Assistant chief," division of printing and stationery.....	2,000
"Assistant chief," division of special agents.....	2,400
2 disbursing clerks.....	2,500
Auditor for Treasury—	
4 chiefs of division.....	2,000
War Department:	
"Clerk to chief clerk".....	2,100
"Chief clerk," Military Secretary's Office.....	2,000
"Chief clerk," Judge-Advocate-General's Office.....	2,000
"Chief clerk," Signal Office.....	2,000
"Chief clerk," Quartermaster-General.....	2,000
"Chief clerk," Commissary-General.....	2,000
"Chief clerk," Surgeon-General.....	2,000
"Chief clerk," Paymaster-General.....	2,000
"Chief clerk," Chief of Ordnance.....	2,000
"Chief clerk," Chief of Engineers.....	2,000
"Chief clerk," Insular Affairs.....	2,000
Navy Department:	
"Chief clerk," Naval Records of Rebellion.....	2,000
"Chief clerk," Judge-Advocate-General's Office.....	2,000
"Chief clerk," Bureau of Navigation.....	2,000
"Chief clerk," Bureau of Equipment.....	2,000
"Chief clerk," Bureau of Steam Engineering.....	2,000
"Chief clerk," Bureau of Construction and Repair.....	2,000
"Chief clerk," Bureau of Ordnance.....	2,000
"Chief clerk," Bureau of Supplies and Accounts.....	2,000
"Chief clerk," Bureau of Medicine and Surgery.....	2,000
"Chief clerk," Bureau of Yards and Docks.....	2,000
Pension Office:	
55 "principal examiners".....	2,000
Post-Office Department:	
1 "clerk, assistant to chief clerk".....	2,000
Chief clerk, post-office inspectors.....	2,000
Chief clerk, division of purchasing agent.....	2,000
Chief, division of correspondence.....	2,000
Chief clerk, division of foreign mails.....	2,000
Chief clerk, division of money orders.....	2,250
Department of Justice:	
Office of Solicitor of the Treasury:	
Chief clerk.....	2,000
2 "docket clerks".....	2,000
Commerce and Labor:	
Bureau of Manufactures—	
"Assistant chief" of Bureau.....	2,500
"Chief of division".....	2,100
Light-House Board—	
Chief clerk.....	2,400
Title and contract clerk.....	2,000
Bureau of Statistics—	
Chief clerk.....	2,250
Inspector-General Steamboat Inspection Service—	
Chief clerk.....	2,000

In the various departments there are "law clerks," "bond clerks," expert statisticians," etc., with salaries of \$2,000 and more.

WEDNESDAY, *November 28, 1906.*

TREASURY DEPARTMENT.

OFFICE OF THE SECRETARY.

STATEMENT OF MR. CHARLES H. KEEP, ASSISTANT SECRETARY
OF THE TREASURY.

Mr. BINGHAM. Have you any general statement that you desire to make before we go into the details?

Mr. KEEP. I think I had better make a general statement to this effect, that when I was here last year I was requested by the committee that when the next estimates were submitted by the Treasury Department we would estimate for those employees in the Department who had been on permanent detail from one office to another in the offices where they were at work, and where they expected them to remain at work. That has been done through this bill.

Mr. BINGHAM. You have sustained in your recommendations that request of the committee?

Mr. KEEP. Yes, sir.

OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

Mr. LITTAUER. In the first place you ask that the designation of "clerk" to the Secretary be changed to "secretary" to the Secretary. What is the purpose of that?

Mr. KEEP. That is a mere matter of fancy.

Mr. LITTAUER. The first actual change is where you ask for an increase of salary for the storekeeper under the chief clerk from \$1,200 to \$1,400.

Mr. KEEP. That is a matter of a couple of hundred dollars of increase of salary.

Mr. LITTAUER. What does the storekeeper do?

Mr. KEEP. The duties of the storekeeper are as follows: He receives and inspects new carpets, furniture, and supplies amounting to \$150,000 annually, audits and passes vouchers for the same. He is custodian of thousands of dollars worth of furniture, carpets, and supplies, and with the passing of them in and out of the building. He ships and receives freight and expressage amounting to thousands of dollars annually. He oversees the making, marking, and baling of the carpets, shipping those as well as the towels going to public buildings. He receives and weighs the ice for the Department, as well as the washing of the towels. Inspects and weighs the waste paper. Inspects the gas and electric meters for the entire Department with its outside buildings. He keeps the stock and other books, as well as the files of his office. The storekeeper at the Agricultural Department receives \$2,000, the Government Printing Office \$1,800, and the Bureau of Engraving and Printing \$1,600.

Mr. LITTAUER. Leaving out the Agricultural Department, over which we have no control, your man inspects \$150,000 worth of furniture, supplies, and so forth, annually, and distributes it.

Mr. KEEP. And keeps the books in connection therewith.

Mr. LITTAUER. And the man at the Government Printing Office receives how much?

Mr. KEEP. One thousand eight hundred dollars. And the man at the Bureau of Engraving and Printing \$1,600. The Secretary of the Treasury fixes his compensation.

Mr. LITTAUER. I think the man at the Government Printing Office disburses probably a million dollars worth of supplies, or more.

Mr. KEEP. I am not sure just what his duties are.

Mr. LITTAUER. Is this an old employee?

Mr. KEEP. Yes; an old employee, and an excellent man. He has work that is really responsible.

Mr. BINGHAM. Does he keep the accounts?

Mr. KEEP. Yes, sir.

WIRE-MEN.

Mr. LITTAUER. The next item is the wire-men.

Mr. KEEP. There are two wire-men there. They were both called skilled laborers, and they were both obtained from the electrician's register of the Civil Service Commission, and both had technical training. They are doing precisely the same work. Last year we asked that their designation be changed from skilled laborers to wire-men, and their salaries raised. That was done in case of one, but not the other. As they are men of the same qualifications, doing the same work, and we ask that the same be done as to the other.

Mr. LITTAUER. Are there two wire-men or three?

Mr. KEEP. Two.

Mr. LITTAUER. What does the other do? There is a wire-man at \$1,000. We gave you one last year at a thousand dollars. You want a second wire-man at \$900, whom we designated last year as a skilled laborer at \$720. Is he entitled to more than \$720?

Mr. KEEP. He is working right alongside of the other wire-men, doing the same work. He has had the same training. Seven hundred and twenty dollars a year is not enough for a man of the technical knowledge of a wire-man. I think they are both entitled to \$1,000, but one is the head wire-man.

Mr. BINGHAM. Is it a line of work that requires an apprenticeship training?

Mr. KEEP. They have had a technical training in electricity, passed an examination of a technical character, and came from what is called the electrician's register of the Civil Service Commission.

Mr. BURLESON. Are not men doing this same character of labor in other Departments, and are they not called skilled laborers?

Mr. KEEP. The other Departments have wire-men.

Mr. BURLESON. Are they designated as wire-men?

Mr. KEEP. Yes, sir.

Mr. BURLESON. Are you sure of that?

Mr. KEEP. Yes, sir; I am so informed by the chief clerk. It is not my personal knowledge, however.

Mr. LITTAUER. Now as to this next item, the transfer of eight laborers from the Bureau of Engraving and Printing—

Mr. KEEP. Those are all details that have existed from three to eight years past. Four of them are drivers in the stable. The reason why that language is used there—"The eight employees transferred from the Bureau of Engraving and Printing to the addi-

tional laborer positions herein provided for shall be transferred without regard to civil-service rules and regulations"—is that it is suggested by the Civil Service Commissioners themselves.

Mr. LITTAUER. So as not to bring up the question that they are not under the civil service?

Mr. KEEP. When they were in the bill they did not belong to the apportioned force. Now you are transferring them to the Department where they would belong to the apportioned force, and that could not be done without a waiver of civil-service regulations. But they have actually been detailed in the Department for from three to eight years. For that reason I brought them within the general request of the committee to correct details and put them on the rolls where they were absolutely at work.

Mr. LITTAUER. You want four charwomen?

Mr. KEEP. No, five; three in one place and two in another.

Mr. LITTAUER. That is for the Department?

Mr. KEEP. That is for the entire Department. There are altogether 547 rooms to take care of, and the chief clerk states that he needs five more charwomen.

Mr. LITTAUER. The work has not increased at all down there, has it; and there is not any larger space to take care of?

Mr. KEEP. We are renting outside space, but in those cases the care is provided for. This provides for more people to take better care of the existing space.

Mr. LITTAUER. How many hours a day do these people work?

Mr. KEEP. About three hours a day.

DIVISION OF BOOKKEEPING AND WARRANTS.

Mr. LITTAUER. We now go to the division of bookkeeping and warrants.

Mr. KEEP. May I suggest that you are maintaining from year to year in the chief clerk's office a general force under the chief clerk, another force for the Winder Building, and another force for the Cox Building; and it would be an advantage to have them consolidated under one roll.

Mr. LITTAUER. You have given a good deal of attention to that character of administration and suggest to us amalgamation of forces. Our object here has been to subdivide them.

Mr. KEEP. This is really one force. If for any special emergency the chief clerk wants extra people at one place he takes them from one force and uses them at another building. It is a force for one purpose under the chief clerk, under one officer.

Mr. LITTAUER. As these buildings have been taken over we have given usually a force to take care of them. In some cases the rental covers that expenditure. Now, if we should amalgamate them all together and put in the Winder Building force and the Cox Building force, is it not probable that at some future date they would come back and ask for another force?

Mr. KEEP. I do not think we will.

Mr. LITTAUER. In what way is there economy to the Government in the arrangement that you propose?

Mr. TAWNEY. If you had an amalgamated force for the three buildings, would that aggregate force be less than it is now?

Mr. KEEP. Just the same as it is now. We are not proposing any change.

Mr. LITTAUER. Then it is simply a matter of arranging the work?

Mr. KEEP. Simply a matter of arranging the appropriation bill rather than any particular advantage to us. If you prefer to carry the forces as three forces, we have no objection.

Mr. BINGHAM. Do not you exercise your own discretion now in other assignments?

Mr. KEEP. We do at times transfer people to and from the buildings—interchange the forces.

Mr. LITTAUER. You will note this provision here. Evidently at some time or other some demand was made that one of the laborers should assist or relieve the conductor of the elevators, so that you find in here: "Three laborers, one of whom, when necessary, shall assist and relieve the conductor of the elevator." I suppose that is during the lunch hour, or when he is on annual leave.

Mr. COURTS. That provision was drafted probably twenty years ago.

Mr. LITTAUER. If we amalgamated the force together, those little things would be eliminated; but we are constantly working the other way. Take the Civil Service Commission, for instance; they want their three forces all amalgamated into one, claiming that they can subdivide them and use them to better advantage.

Mr. KEEP. In case of a subdivided force, if you have a surplus in one force and a deficit in the other, it does not work so well in the transfers as if you had an amalgamated force.

Mr. LITTAUER. It seems to be about as long as it is short, but with the subdivision it gives Congress a little more control in the management of these forces.

Mr. BINGHAM. There is nothing, as I understand it, in your work that in anywise requires additional force at any time. It is regulating the same work, is it not?

Mr. KEEP. Yes.

Mr. LITTAUER. Will you kindly go to the division of bookkeeping and warrants?

Mr. KEEP. That is the first increase of force that that division has asked for in a great many years. It is asked for simply on account of the increase of work—one of class 3 and one of class 2.

Mr. COURTS. The change in the form of the Indian appropriation bill unloaded on this division a vast increase in work, they having to open up separate ledger accounts all along the line.

Mr. KEEP. I am confident that they would not ask for an increase if they did not need it. There are men in that division who come back at night and work long over hours.

DIVISION OF CUSTOMS.

Mr. LITTAUER. We now come to the division of customs. You ask that the salary of the chief of division be raised from \$2,750 to \$3,000. What is his work?

Mr. KEEP. Really, that is a legal position. It is writing legal opinions on the tariff law and the customs administrative acts, deciding the technical points, and issuing instructions to collectors.

Mr. LITTAUER. Following General Appraisers' decisions or decisions of his own?

Mr. KEEP. It is distinct from that. It is deciding many times whether appeals shall be taken by the Government from the General Appraisers' decisions or not. He is the chief technical adviser of the Secretary of the Treasury on customs matters. He is now in Germany investigating matters by order of the President.

Mr. TAWNEY. Should you not have a better designation for him than "chief of division"—a designation more accurately describing his duties?

Mr. KEEP. The organization of the Treasury Department is not scientific so far as the names are concerned. For example, we have a Bureau of Internal Revenue, which is a separate bureau, with a Presidential officer at the head of it, and yet the other principal items of revenue, the customs, are collected through a division of the Secretary's Office, and not through a bureau organization. There used to be a Commissioner of Customs, but his duties were those of an accountant, and the chief of the customs division was a far more important officer.

Mr. TAWNEY. Increasing the salary of a chief of division to \$3,000, of course, makes every other chief of division in every other Department think that he is entitled to the same thing because he is the chief of a division.

Mr. KEEP. There is a difference between the chiefs of division in our Department. It is an absurdity to make the chief of an unimportant division equal in salary to the chief of one of our important divisions.

Mr. LITTAUER. Does this man look after the work of this division, or does he do independent work himself?

Mr. KEEP. He looks after the work of the division as well. His name is J. L. Gerry. Another thing: On account of his technical knowledge he is called upon to perform important outside duties. He has been on a commission lately with Doctor Wiley and one other man framing the pure-food regulations. He is now on a commission with Mr. North, of the Census, and a man from the Department of Commerce and Labor, in Germany.

Mr. BURLESON. Why would it not be a good plan to call him the commissioner of customs? That will take him out of that class. I think myself the man is entitled to more pay.

Mr. KEEP. He could earn a great deal more money out of the Government service.

Mr. BURLESON. Would that be a scientific designation of him?

Mr. KEEP. The organization of which he is the head is a division of the Secretary's Office, and is not a bureau organization under the statute.

Mr. TAWNEY. When he goes away, as he is now, on duties outside of Washington, does he get any additional compensation?

Mr. KEEP. No, sir.

Mr. BINGHAM. Nothing but his traveling expenses.

Mr. KEEP. No, sir.

Mr. LITTAUER. Then I should say he is underpaid. There is no doubt about that.

Mr. BINGHAM. How long has he been in the service?

Mr. KEEP. Many years; but about four years as chief of the division of customs.

Mr. BURLESON. What designation could we give him?

Mr. KEEP. I don't think it would be possible to change his designation. I do not see any other designation that could be given to him. The customs division is a division of the Secretary's Office.

Mr. BURLESON. If he is a customs expert, why not call him "customs expert"?

Mr. KEEP. He has many customs experts under him in that division. He has to be a first-class one.

I would like to add that we have asked for slight increases for, I think, three different chiefs of division.

Mr. LITTAUER. How about the increase of force under this division of customs?

Mr. KEEP. There is no increase of force, except by detail.

Mr. LITTAUER. You want three clerks of class 3 instead of two, and nine clerks of class 1 instead of four—one to do away with four clerks at \$1,000 and one at \$900. Are there a number of promotions there?

Mr. KEEP. Yes; there are promotions of four of the \$1,000 clerks and one \$900 clerk to \$1,200. Any man who is fit to be a clerk in the customs division earns \$1,200. That is the principle of that recommendation.

Mr. LITTAUER. Tell us something about his work. What does he have to do? Does he have to do anything more than copying?

Mr. KEEP. Some of those men are stenographers who prepare letters in the customs division, taken by dictation.

Mr. LITTAUER. Are you paying stenographers \$1,200?

Mr. KEEP. Yes. Most of the stenographers, all of the good ones, should receive that. We can not get them for any less, and they will not stay at that price.

Mr. BINGHAM. In your recommendation for increase of pay, are you governed by any fixed or well-determined rule as to the length of service in their respective offices?

Mr. KEEP. We do not give much attention to length of service. I think more attention is paid to length of service than ought to be paid in all of the Departments. There are people who have been there a long time who are doing the simplest kind of work, and they are getting too much pay. When you come to the office of the Auditor for the Interior Department you will find that he asks for a decreased amount this year. That is due to the installation in his office of a new system. He has taken all the different kinds of work done in his office and divided it into grades according to the difficulty. He only assigns people to those different grades who are fit to do the work, and to do a reasonable amount of it, and fixes the salaries for each grade of work in accordance with the working merit.

Mr. LITTAUER. What division is that in?

Mr. KEEP. Auditor Person's office.

DIVISION OF APPOINTMENTS.

Mr. LITTAUER. We now come to the division of appointments. Why do you feel that this chief of division should have his salary raised?

Mr. KEEP. Lyman is one of the best officers in the Treasury Department. He is a valuable and efficient man; and the work of the division covers a field materially outside of what you gather from the name of it.

Mr. LITTAUER. What is it?

Mr. KEEP. He has many miscellaneous things thrown in that really do not belong to the division.

Mr. TAWNEY. How does the work of that division and the work of the chief of the division of appointments compare now with the work that was done before the civil service was put into effect?

Mr. KEEP. Well, it is of an entirely different character. He must have a technical knowledge of all the civil-service rules and regulations, which are complicated, as you know. There is an immense amount of correspondence with the Civil Service Commission about promotions and reductions, together with questions of discipline that come to his office. He keeps the records of the leaves of absence and the sick leaves, and he does many other things that do not belong to his office, such as taking care of the customs accounts that really belong to the customs division. The customs division is organized as a technical division purely, which gives technical opinions on the tariff laws, whereas the authority of a collector of customs to buy supplies for his office and incidental expenses that he incurs are all authorized in the division of appointments. It is one of the most important divisions.

Mr. BINGHAM. Is he not dominated by the statute covering the organization of the civil service in connection with the details?

Mr. KEEP. You would be astonished at the amount of work brought about in connection with the Civil Service Commission.

Mr. TAWNEY. Are not a good many of those questions determined by the chief of the division in which the employee wants a transfer or a promotion to?

Mr. KEEP. All correspondence with the Civil Service Commission is carried on through the appointment division. All of the records and rosters of the entire Department are kept there. All of the official bonds, not only of the Treasury Department, but the official bonds of all Government officers that give official bonds are on file in his office and are kept there.

Mr. BINGHAM. He has a large force for that kind of work.

Mr. BRICK. How do the duties of his office compare with those of the chief of division of customs?

Mr. LITTAUER. I suppose one is brain work and the other administrative work.

Mr. KEEP. One requires technical training; one is judicial and the other executive.

DIVISION OF PUBLIC MONEYS.

Mr. LITTAUER. The next is division of public moneys. There again you ask for an increase for the chief of division to \$3,000.

Mr. KEEP. Mr. Daskam, the chief of that division, has been in the Department for forty years, and his division has lately grown immensely in importance. It is one of the principal divisions that I have under my immediate supervision, and I do not think that I come in contact with any of the chiefs of divisions as much as I do with him. There are 1,100 banks in which public money is deposited, and

the correspondence with those banks, the keeping of accounts between the Government and the banks, the correcting of mistakes, and seeing that the banks transmit every day to the Treasury office any excess that may come in above the amount allowed to be held requires a great deal of labor.

Mr. LITTAUER. That is a high-grade routine work, I should say. There is very little judgment to be exercised in that position, but he should be a painstaking and careful man to see that the regulations are observed.

Mr. KEEP. Yes; and that the office is well and properly conducted.

Mr. BRICK. Do you think that he has as important duties as these others?

Mr. KEEP. It has become exceedingly important in the Treasury Department on account of the great variety of transactions with the depository banks. Under existing currency laws we are making temporary deposits with banks to be withdrawn in a few months, and there is constant putting in and taking out of money.

Mr. LITTAUER. Does this advance on the importation of gold affect the work under him?

Mr. KEEP. The actual advances are made by the officers of the assistant treasurers of the United States; he would not have much to do with them. That would be under the Secretary's direction. But all of the correspondence, questions and answers, in connection with it would go through his division. The actual advancing would be done in the Treasurer's department.

Mr. BURLESON. If this increase in salary for the chief of the division is allowed, you would have the chief of the division drawing \$3,000 and the assistant chief of division \$2,000. Would not the next step be a natural step, and would it not be right and proper to say that the disparity between the chief of division and the assistant chief of division is too great; that the assistant chief ought to have \$2,500? Would not that be natural, and is not that to be expected, and, as a matter of fact, would not that contention be well founded?

Mr. KEEP. The duties of the assistant chiefs of divisions vary greatly according to the personal characteristics of the chiefs. In some cases the chiefs turn over certain subjects in their divisions to the assistants and the chief himself keeps the other part of the work of the division in his own hands. All you can say about an assistant chief is that he acts as chief during the absence of the chief for thirty days in the year, at least. During that time he is in charge and must be competent to take charge during that period.

Mr. BURLESON. But that, as a matter of fact, does not answer my question. Would not the disparity be greater than it should be between the chief and the assistant chief if the salaries were made \$3,000 and \$2,000, respectively?

Mr. KEEP. I do not think so myself, personally.

DIVISION OF LOANS AND CURRENCY.

Mr. LITTAUER. The next is the division of loans and currency. There you want five more paper counters and laborers.

Mr. KEEP. That is purely on account of the need of additional counters of paper for Government securities and revenue stamps and postage stamps.

Mr. LITTAUER. Why did the chief of this division receive recognition for his services years ago rather than the chief of the division of public moneys? Is it a more important division?

Mr. KEEP. The currency division is a very important division at certain periods. The important part of the chief's service lies in the fact that he is the Government expert on the Government loans, or the issue of Government bonds, and the refundings; and all the past history of the Government relating to loans and the currency work.

Mr. LITTAUER. What is his name?

Mr. KEEP. A. T. Huntington—a splendid man.

Mr. TAWNEY. What is the distinction between the divisions of public moneys and loans and currency?

Mr. KEEP. One has charge of that portion of the public money deposited in the national banks, and also has supervision over the subtreasuries. The division of loans and currency has to do with the issue of moneys, and he also prepares all correspondence for the Secretary relating to Government bonds.

Mr. LITTAUER. And he needs the five laborers?

Mr. KEEP. Yes; but we should have dropped those out of our estimate if the postage contract had gone away from us. As that has stayed with us, now these are necessary.

DIVISION OF REVENUE-CUTTER SERVICE.

Mr. LITTAUER. The next is the division of Revenue-Cutter Service, and there you promote one laborer.

Mr. KEEP. Yes; he is a classified laborer and is eligible for messenger. He is now doing the work of messenger.

MISCELLANEOUS DIVISION.

Mr. LITTAUER. How did you get along without your miscellaneous division this year?

Mr. KEEP. Very well.

Mr. BURLESON. You did not miss it, did you?

Mr. KEEP. Well, the work has been distributed between the Commissioner of Internal Revenue and the bookkeeping and warrants division.

Mr. LITTAUER. Were any individuals formerly connected with that division separated from the service?

Mr. KEEP. Not separated from the service, but sent to other places. One was sent to the division of mail and files, and another has been sent to the Auditor of the War Department. Two of the employees have been separated from the work they formerly did, and the rest have gone where the work is now.

DIVISION OF PRINTING AND STATIONERY.

Mr. LITTAUER. So far as I can see there is no change in the division of printing and stationery.

Mr. KEEP. No.

OFFICE OF DISBURSING CLERKS.

Mr. KEEP. In the office of disbursing clerks I want to correct an error. The estimate calls for three clerks of class 4, saying that there is placed on that roll one man detailed from the office of Auditor for the Interior Department. As a matter of fact, that was a mere temporary detail, so that it should be two clerks of class 4 instead of three.

Mr. LITTAUER. There is no increase?

Mr. KEEP. No increase.

OFFICE OF THE SUPERVISING ARCHITECT.

Mr. LITTAUER. We now come to the office of the Supervising Architect.

Mr. KEEP. In the office of the Supervising Architect there is a clerical error. There is one messenger at \$720. He is assistant messenger.

Mr. LITTAUER. Now, in connection with that office, we took over last year a certain number who were declared to be permanent force. Did we take over as many as we ought to have taken over, and are there not other branches of work or other clerical forces that might to good advantage also be included in our specified bills?

Mr. KEEP. I can not answer that question; that would have to be answered by the Supervising Architect.

Mr. LITTAUER. I wanted to know how that organization worked out.

Mr. KEEP. I think I can say that it has worked out all right. You took about \$75,000 and put it on the statutory roll, the lump-sum estimate being reduced accordingly. It remains this year the same as last year. I asked him if he could get along this year the same as last, and he said that he could.

AUDITORS' OFFICES.

Mr. LITTAUER. Can you comment generally upon these auditors' offices? You tell us that the Auditor for the Interior Department has revised his methods of doing the work. Is it not advisable that the other auditors follow his example?

Mr. KEEP. Some of the auditors are not as closely up in their work as the Auditor for the Interior Department.

Mr. TAWNEY. You say that the Auditor for the Interior Department has adopted a system or plan which has materially improved the efficiency of the service and enabled the force to do more work than heretofore. If that system has proven to be a good system, why is it not made the duty of the other auditors to adopt the same system?

Mr. KEEP. There is nothing peculiar in that plan to the auditors' offices. It is not in itself a change in the method of doing business that procures the business to be done better; it is more a correcting of the injustice to the employees in the office, and from that doubtless some increased efficiency results.

Mr. TAWNEY. Has not the Secretary of the Treasury or the Assistant Secretary of the Treasury the power to direct the other auditors

to adopt the same plan for the purpose of procuring the same justice among employees and thereby increase the efficiency?

Mr. KEEP. I think he has the correct principle of organizing the work of his office.

Mr. TAWNEY. Why is it not made the duty of the other auditors to adopt the same plan?

Mr. KEEP. It would be equally applicable to every office as it would be to the auditors' offices. It is a question of taking the work in the office and grading it according to difficulty with reasonable accuracy and then having reasonable limits of compensation in each grade.

Mr. TAWNEY. Is the duty of doing that entirely in the discretion of the Auditor?

Mr. KEEP. Yes, sir.

Mr. TAWNEY. Could it not be made mandatory on him?

Mr. KEEP. Yes, sir; it could be. Doubtless the head of any Department could by an order issued to his subordinates tell them to do so gradually, because it takes time; and to go through an operation of this kind, making changes of compensation, causes a good deal of hardship and hard feeling and has to be done with judgment and slowly, but working toward a system.

GRADES OF SALARY.

Mr. LITTAUER. Mr. Persons tells us that the reorganization he has made has met with the approval of the Department. Now we have here certain specified grades of pay. We jump from \$1,200 to \$1,400, from class 1 to class 2, and then from \$1,400 to \$1,600, from class 2 to class 3. This Auditor seeks, with your approval, to make a class of \$1,500. That is contrary to what we, in the past, have deemed to be for the general benefit.

Mr. TAWNEY. Not only that, it is in violation of the statute.

Mr. KEEP. I believe myself in a much closer grading of compensation than \$200.

Mr. LITTAUER. Why?

Mr. KEEP. I think it makes more frequent promotions and gives a person more frequent changes of compensation. I think those small but more frequent changes stimulate the people.

Mr. LITTAUER. I think, on the contrary, if we make the promotions something worth a man's while working for he will work harder.

Mr. KEEP. I have before me now, in connection with the work of our Commission, quite an elaborate report from a subcommittee that has gone into this subject very extensively and their recommendations are very strongly in favor of putting the grades closer together.

Mr. LITTAUER. When are we going to get that report?

Mr. KEEP. We are turning out reports from time to time on special subjects, but we have wanted to make a report to the President on the personnel that dealt with sick leave, absence, hours of labor, salaries, and also a report that might cover matters like promotions and discipline, and we have reports from our subcommittees in hand on some of these subjects and others are promised. I do not think we shall take any of them up until we shall take them all up.

Mr. LITTAUER. Can you realize the effect of what Auditor Persons has done here? He has practically reorganized his service at such rates of compensation as he saw fit to make, while the law declares

that there shall be certain classes of compensation. If we permit one Auditor to do this or one chief of division, it is going to permit any man in the service to make what reorganization he sees fit? It would be a general reorganization. Let us follow the law.

Mr. KEEP. I do not think the general policy that Mr. Persons has followed in his office is at all dependent upon the exact compensations that he recommends.

Mr. LITTAUER. Why did you agree to it, then?

Mr. KEEP. On the general principle that a man who asks a reduction in the estimates for the work done in his office is entitled to have his estimates go in as he made them.

Mr. BINGHAM. Wherein have his changes been a benefit, so far as administration is concerned?

Mr. KEEP. I think the better administration is due to his qualities as a business man, as an administrator, more than it is to this change of organization in his office; but the change of organization in his office has been of some benefit.

Mr. BINGHAM. That has simply been a change of compensation?

Mr. KEEP. Yes, sir.

AUDITOR FOR THE POST-OFFICE DEPARTMENT.

LAW CLERK.

Mr. LITTAUER. Let us turn now to the Auditor for the Post-Office Department. I notice that you desire an increase of salary for the law clerk?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. How is he particularly engaged?

Mr. KEEP. He is the legal adviser for the Auditor on all questions arising in connection with post-office matters.

Mr. LITTAUER. Has that work increased in importance?

Mr. KEEP. It is high-grade work.

Mr. LITTAUER. Law clerks at \$2,000 are pretty cheap kind of law clerks?

Mr. KEEP. I think so.

Mr. LITTAUER. And \$2,250 does not take them out of the cheap class?

Mr. KEEP. But it is all he asks for. I certainly think the position of law clerk is worth \$2,250 a year. It is the most important position in the office.

Mr. BINGHAM. How large a force has the Auditor?

Mr. KEEP. Between six and seven hundred. Of course about 400 of those are doing work more or less mechanical in connection with money orders.

INCREASE OF FORCE.

Mr. LITTAUER. How many additional clerks does this Auditor ask for?

Mr. KEEP. He asks for 4 additional clerks of class 4, 2 additional clerks of class 3, and 30 skilled laborers.

Mr. LITTAUER. Kindly comment upon that demand. In the first place, he wants high-grade clerks?

Mr. KEEP. Yes, sir; he wants 6 high-grade clerks. He has 36 clerks of class 4 now, 69 clerks of class 3, and 90 clerks of class 2. He asks for 4 additional clerks of class 4 and 2 additional clerks of class 3.

CONDITION OF WORK.

Mr. LITTAUER. His work at one time was rather far behind. Is it behind now?

Mr. KEEP. It is a little behind, but it has caught up very materially. However, it is going to get behind now on account of the growth of business, unless the additional force is given him. It is just a mere matter of percentage. He has just so many more million money orders to handle and it takes an increased force to handle them.

Mr. LITTAUER. Has there been such an increase this year?

Mr. KEEP. During the fiscal year 1906 there was an increase of $9\frac{1}{2}$ per cent in domestic money orders and 18.7 per cent in foreign, practically a 10 per cent increase. He is asking for considerably less than 10 per cent increase of force.

OFFICE OF THE TREASURER.

Mr. LITTAUER. The next item is the office of the Treasurer. This year we do not have the demand for the increase of salary of the Treasurer, but we have it for the Assistant Treasurer.

Mr. KEEP. Yes, sir; I have the Treasurer's letter here. Both the Assistant Treasurer and the Deputy Assistant Treasurer are men who have been in the service a great many years and they are very excellent men. I suppose you know Mr. Bantz, the Deputy Assistant Treasurer. He is the man we generally send out to examine the sub-treasuries and gather material. The Assistant Treasurer has been there forty years. He is in charge of the office very often. He is the expert of the Government on money notes, Mr. Meline.

ASSISTANT CHIEFS OF DIVISION—INCREASE OF.

Mr. LITTAUER. He wants to increase the number of his assistant chiefs of division?

Mr. KEEP. There are two large divisions in his office, the division of issue and the division of redemption. Each division is about the same size. They are the money-handling divisions. One of those divisions has an assistant chief and the other has not.

Mr. LITTAUER. He has seven chiefs of division?

Mr. KEEP. Yes; but the two divisions for which he asks assistant chiefs are the two divisions of issue and redemption, the money-handling divisions.

Mr. LITTAUER. Do you think each one of those divisions is equally important and that it would require an assistant chief?

Mr. KEEP. That is a very difficult thing for me to answer. The divisions are substantially the same size and he thinks they both need assistant chiefs. There are about 125 people in each division. More than half the force of his office is in those two divisions. They are the two large divisions of the office. I think there are 126 people in one division and 117 in the other.

MACHINIST—INCREASE OF SALARY.

Mr. LITTAUER. He asks for an increase of \$100 for the machinist. What does the machinist do?

Mr. KEEP. He has a large amount of work in connection with the machines that put the seal and numbers on the notes.

Mr. LITTAUER. Those are ordinary presses?

MONEY COUNTERS.

Mr. KEEP. Yes, sir; but they have to be kept in order. He asks that the designation of ten of these \$900 clerks be changed to ten expert counters at \$900 each. This is important. The people he can use to advantage in counting money in his office are the people who have had technical training in the Bureau of Engraving and Printing, and if he can bring them over from the Bureau he can use them to a great deal better advantage than he can the people he gets through the Civil Service.

Mr. LITTAUER. Would he be more apt to get these people if they were called counters than clerks?

Mr. KEEP. Yes, sir. The people who come from the Bureau of Engraving and Printing are not eligible for appointment as clerks under the civil-service rules and he can not put them in. In order to prevent the people from the Bureau of Engraving and Printing from encroaching upon the positions in the present force that rule has been made, and these people are eligible for the position of money counter, but not for the position of clerk. There is a class of \$900 clerks, and he wants counters instead of clerks. If he goes to the Civil Service Commission and gets clerks they come to him perfectly green, but if he can bring them over from the Bureau of Engraving and Printing and put them in the lower grades of money counter and advance some of those he already has into ten of these positions, why, he has a force of expert counters. Now, he has to take people from the Civil Service and put them to work, and even if they have only been in his office sixty days and are green counters they draw more salary than more expert money counters that he has had for years.

Mr. BINGHAM. These people who have been transferred are not eligible to clerkship?

Mr. KEEP. No, sir; but they are eligible to the position of money counter. The result of calling these people clerks is that he has to give these positions to people who have just come to his office.

Mr. TAWNEY. Is it the intention to bring these people over to remain in his Department permanently?

Mr. KEEP. Yes, sir. Every year we bring them over and every year you put them on the roll of his office.

Mr. TAWNEY. That would result in the appointment of new counters in the Bureau of Engraving and Printing?

Mr. KEEP. Yes, sir; in exactly the same way as all these positions of money counters are filled in this and other Treasury offices.

Mr. BINGHAM. Do those transfers require any approval?

Mr. KEEP. Yes, sir.

Mr. BINGHAM. They have to go through the Civil Service Commission?

Mr. KEEP. Yes, sir. The selections are made on merit in the Bureau of Engraving and Printing.

REGISTER OF THE TREASURY.

CHIEF OF DIVISION—INCREASE OF SALARY.

Mr. LITTAUER. The next item is the office of the Register of the Treasury.

Mr. KEEP. The only thing in the office of the Register of the Treasury is that there is an increase of compensation for one chief of division. This is a division of very decided responsibility, and its chief, Mr. McGroarty, is the man who has charge of the issue of Government bonds. That is, every time an old registered bond comes in and a new one is issued he keeps the record. He also keeps the record of the registered holders of Government bonds, makes up the schedule for interest payments, has to pass upon the validity of assignment of Government bonds by executors, trustees, and estates. It is a responsible position and one of great trust.

Mr. BINGHAM. Is he a trained lawyer?

Mr. KEEP. No, sir. He got his training in the Department, where he has been a great many years.

Mr. LITTAUER. He has been getting \$2,000 for a great many years. He is a high-grade clerk?

Mr. KEEP. He is more than that. He is a man that would be named by people who were naming the excellent officials of the Treasury Department.

Mr. LITTAUER. You would include him in that corps?

Mr. KEEP. Yes, sir.

ADDITIONAL EXPERT MONEY COUNTERS.

There is one thing more in the Register's office. He is asking for four expert counters, at \$840 each, and I hope you will allow that request for this reason: We bring people from the Bureau of Engraving and Printing and send them to the office of the Comptroller of the Currency and to the Treasurer of the United States; we send them to the Register's office; we send them to the division of loans and currency, and we send them to the Sixth Auditor's office. They go to all those different places, and are money counters. If a girl happens to be transferred from the Bureau of Engraving and Printing to the office of the Treasurer of the United States she can get up as high as \$900. If it happens that a girl of equal qualifications is transferred at the same time to the office of the Register of the Treasury, she may work there the rest of her life and she can never get over \$720. The grading in those offices is different.

Mr. LITTAUER. What ought it to be?

Mr. KEEP. They ought to get as high, at least, as \$840. They get \$660, \$720, \$780, \$840, and \$900.

Mr. LITTAUER. Would you reduce the \$900 grade to \$840?

Mr. KEEP. There are people who have been working in the \$900 grade for a long time, and if you reduced that grade to \$840 of course they would feel that it was a great hardship, but I have never been willing to recommend the creation of a \$900 grade for the work in any office where it does not now exist. They can get up to the \$840 grade in all the other money-counting offices.

Mr. LITTAUER. Do you not consider that \$840 for a money counter is pretty high compensation—\$70 a month with thirty days' leave?

Mr. KEEP. I do not think it is a high compensation.

Mr. TAWNEY. How does it compare with the compensation paid to a female school teacher in the District of Columbia?

Mr. KEEP. I do not know; but the money counters do not get three months' vacation.

Mr. BURLESON. But they get thirty days' sick leave?

Mr. KEEP. The average number of days of sick leave taken in the Treasury Department is about six days a year.

Mr. LITTAUER. Is there any penalty imposed upon them?

Mr. KEEP. Only in case they pass counterfeits.

Mr. LITTAUER. Mistakes do occur?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. But they are not penalized in any way?

Mr. KEEP. No, sir.

Mr. LITTAUER. It requires constant attention?

Mr. KEEP. Yes, sir; all the time, and is very monotonous.

Mr. LITTAUER. In how many divisions of the Treasury Department do you have counting?

Mr. KEEP. In the office of the Treasurer of the United States, the Comptroller of the Currency, the division of loans and currency, the office of the Register of the Treasury, and similar work in assorting money orders in the office of the Auditor for the Post-Office Department.

Mr. LITTAUER. The work in one office is practically the work in the other?

Mr. KEEP. It is a little different in the office of the Comptroller of the Currency, because there they sort by the charter number of the banks. They have to pick out the notes of each particular bank and get them together.

Mr. LITTAUER. That is only a part of the work?

Mr. KEEP. It is a very large part of it.

OFFICE OF THE COMPTROLLER OF THE CURRENCY.

CHIEFS OF DIVISION—INCREASE OF COMPENSATION.

Mr. LITTAUER. The next item is the office of the Comptroller of the Currency, and I notice that you want to increase the compensation of the chiefs of divisions?

Mr. KEEP. I think that recommendation was made last year.

Mr. LITTAUER. Is there anything particular to be said about it?

Mr. KEEP. The Comptroller has asked for that.

BOOKKEEPER—INCREASE OF SALARY.

Mr. LITTAUER. I also notice that you want to increase the salary of the bookkeeper?

Mr. KEEP. The bookkeeper occupies a very important position. He is the man who keeps the exact accounts of the outstanding circulation of the national banks, which change daily with redemptions and retirement.

Mr. LITTAUER. There was an appropriation for a bookkeeper in the office of the Comptroller of the Currency at \$2,000, and I note that he transferred him from the reimbursement roll, which the banks would have paid for, and that the Comptroller has asked for \$500 more.

Mr. KEEP. The salaries on the reimbursement roll are slightly higher than on the regular roll.

Mr. LITTAUER. This is one place where he seeks to increase the compensation. Have the duties of this bookkeeper been changed?

Mr. KEEP. His duties have not been changed at all. He is the bookkeeper of the Comptroller of the Currency, the man who keeps the circulation accounts with the banks.

Mr. BINGHAM. Do you in any wise increase his work?

Mr. KEEP. No, sir; the work has increased immensely since the year 1900. He has thousands more accounts to keep, on account of the authorization of the \$25,000 banks.

Mr. LITTAUER. He has assistance to do the extra work?

Mr. KEEP. Yes, sir.

MONEY COUNTERS—ADDITIONAL.

Mr. LITTAUER. I see he wants to begin with three counters, and put them in at \$700 instead of \$660.

Mr. KEEP. In his office the compensations run in even hundreds; so they do in loans and currency. He is simply continuing the old system known to the office. There are different compensations for money counters in every office where there are counters.

Mr. LITTAUER. Do you feel that these salaries on the reimbursement roll should be increased?

Mr. KEEP. Yes, sir; for both the two principal positions for which he asks increases. I believe in increasing the salaries of the men at the head of these important offices.

BUREAU OF ENGRAVING AND PRINTING.

Mr. LITTAUER. We next come to the Bureau of Engraving and Printing. How does our work of last session turn out in connection with the Bureau of Engraving and Printing? Does it cover all the force that should have been covered in?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Do you think it does any good or will have any beneficial effect?

Mr. KEEP. I think we will have to come to you every year with changes in this force that we could have made without that. The same changes would have been made by the Secretary under the old system.

INCREASE OF WORK.

We are asking for an increase of compensation on that roll which amounts to just 6 per cent. It is simply based upon the increase of work which we are called upon to deliver from the Bureau to the other offices.

Mr. LITTAUER. The work of the Bureau does increase each year?

Mr. KEEP. Yes, sir; every year.

Mr. BURLESON. About 6 per cent?

Mr. KEEP. This year the increase was a little over 6 per cent. There is a decrease in the amount of Treasury and United States notes and an increase in postage stamps and internal-revenue stamps and national-bank notes, and the average increase of the entire Bureau is a little over 6 per cent.

POSTAGE STAMPS—PRINTING OF.

Mr. LITTAUER. It was optional with the Postmaster-General whether the postage stamps should be printed at the Bureau of Engraving and Printing or by a private concern?

Mr. KEEP. Yes, sir; all that Congress required was that we should not make a bid below the cost of the work.

Mr. LITTAUER. What was the difference?

Mr. KEEP. In dollars per year, about \$25,000.

Mr. LITTAUER. How do you account for that?

Mr. KEEP. It is accounted for by the annual leave alone. We are required to pay for thirty days' work that we do not get, and the American Bank Note Company does not have to do that. Then of course the people in the Bureau of Engraving and Printing are full grown, and the work which is done by our printers' assistants they can have done by girls 15 or 16 years of age. They pay much less than we pay. Those are the principal items of difference.

TREATMENT OF EMPLOYEES.

Mr. LITTAUER. Is there any reason why we should treat our employees better than the organization known as the American Bank Note Company treats its employees?

Mr. KEEP. The Government gives its employees a vacation.

Mr. LITTAUER. And your commission still recommends that that be continued?

Mr. KEEP. I have not any idea of making any recommendation to affect annual leave.

CHANGE OF HOURS OF EMPLOYMENT.

Mr. BINGHAM. What is your conclusion as to the benefit secured by the change from 9 to 4 o'clock to 9 to 4.30 o'clock?

Mr. KEEP. I think the Government gets the benefit of the half-hour time. I think it would be a very serious libel upon the clerks of the Treasury Department to say that the Government did not get the benefit of that extra time.

Mr. BINGHAM. You feel that you get more work—then my criticism is in the estimate you submit you ask for about the same per cent of increase.

Mr. KEEP. The percentage of increased cost we have asked for in the last three or four years in the Treasury Department is not one-quarter of the percentage of increase in the work of the Department.

Mr. BINGHAM. The amount of work done is very much greater than before?

Mr. KEEP. Yes, sir.

Mr. BINGHAM. There has been some governmental benefit?

Mr. KEEP. I do not think that is due entirely to the extra half hour. I think that is largely due to the disposition of an office when increased work comes to handle it some way.

SECRET-SERVICE DIVISION.

CHIEF CLERK—INCREASE OF SALARY.

Mr. LITTAUER. In the paragraph under secret-service division I notice that you strike out the chief clerk at \$2,500 and insert "assistant chief, who shall discharge the routine duties of a chief clerk, \$3,000?"

Mr. KEEP. That chief clerk is more than a chief clerk. He is the man who goes out and does work different from office work. He goes out and makes investigations and reports. I have used him on very important work of that character, which has been well done and has saved the Government a great deal of money. He deserves the increase asked for, both for his merit as an officer and his actual achievements.

CONTINGENT EXPENSES—NEWSPAPERS, LAW BOOKS, ETC.

Mr. LITTAUER. Now we come to contingent expenses. Have you made any changes there? There is one for newspapers and law books; an increase from \$1,200 to \$1,500.

Mr. KEEP. We ought to have the extra \$300. We have refused to buy books which our officials want and need.

Mr. TAWNEY. How many law libraries have you in the Treasury Department?

Mr. KEEP. I could not tell you; a good many. That is one of the subjects we are looking into very carefully—Government libraries. There are a great many useless books scattered through the Government Departments.

Mr. TAWNEY. Are you considering the consolidation of your libraries in one place?

Mr. KEEP. Yes.

Mr. LITTAUER. In the rent of buildings you make some increases.

RENT.

Mr. KEEP. That is a request for \$2,800 increase for the rent of four rooms in the Munsey Building for the Auditor of the Navy Department. We put his force in this building and were obliged to leave his files in the Treasury Department. He is more behind in his work than any other of the Auditors, and he says his work is hampered by the fact that his papers are in one office and his clerical force in another.

Mr. LITTAUER. Did we not make an appropriation last year for his office?

Mr. COURTS. That is for the Supervising Architect's office.

Mr. LITTAUER. Did we do anything for the Auditor of the Navy Department?

Mr. KEEP. It was to make more room for the Supervising Architect that that was done.

Mr. LITTAUER. We gave you \$8,500 as a deficiency last year. You have spent that \$8,500 here in this Munsey Building?

Mr. KEEP. I can not tell you about that.

Mr. LITTAUER. In the consideration of the deficiency act the Supervising Architect came down here and said they were encroaching on his work, and that additional room should be given to him.

Mr. COURTS. The item reads: "For additional amount for rent of building or buildings, including heat, light, and elevator and janitor service for the Treasury Department, to be available during the fiscal year 1907, \$8,500."

Mr. LITTAUER. What is that being expended for?

Mr. KEEP. For the office of the Auditor of the Navy Department, which was crowded out of the Treasury Department and has been crowded out since last July.

Mr. LITTAUER. How much space does he get for \$8,500?

Mr. KEEP. I do not know, but he has not got space enough for his files.

Mr. LITTAUER. You must remember here is over \$11,000 that you are asking us for for extra offices. This is a very important increase in your rent.

Mr. COURTS. The Auditor for the Navy Department has 108 people.

Mr. KEEP. It certainly is not good policy for the Government to pay the salaries of 108 clerks in an office and keep the papers they have to consult in another building.

Mr. LITTAUER. Is the increase in the work so great that you have to spend \$11,000 for additional rent?

Mr. KEEP. The increase was made necessary by the Supervising Architect taking on a large force to work on plans for the new public buildings. It was only a few months before that that we had to take the Life-Saving Service out of the Treasury Department building. We can not help that.

Mr. LITTAUER. This will make the total that you pay for rentals \$37,646?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. You could build a very good-sized building for that sum.

OTHER CONTINGENT EXPENSES.

Now let us take up the other items of contingents.

Mr. KEEP. Horses and wagons are \$1,500 less.

Mr. LITTAUER. For purchase of file holders and file cases the item is your regular request?

Mr. KEEP. Yes.

Mr. BURLESON. On page 114 is your next item.

Mr. LITTAUER. "For shelving and transferring records and files from and to the Treasury building and its annexes in Washington, \$1,000."

Mr. KEEP. I can not tell you about that.

Mr. BRICK. You have also increased the carpets and one thing and another?

Mr. KEEP. That is in the Sixth Auditor's Office. He has an increase in the appropriation for furniture and carpets and a decrease on adding machines.

Mr. TAWNEY. Mr. Keep, I want to ask you one question. I recollect that at the close of the last session a resolution was passed directing the Secretary of the Treasury to ascertain and report to Congress the number of square feet of space in the various Departments occupied by files that are no longer used by the Departments. Do you know whether that investigation has been made?

Mr. KEEP. That would not come under me. I do not know anything about it, but I can find out.

THURSDAY, November 29, 1906.

STATEMENT OF HON. CHARLES H. KEEP, ASSISTANT SECRETARY OF THE TREASURY.—Continued.

TELEPHONE SWITCHBOARD OPERATORS.

Mr. LITTAUER. I would like to ask you how many telephone switchboard operators you have in the building?

Mr. KEEP. I think we have two.

Mr. LITTAUER. Last year legislation was enacted that they should receive \$720. How did you manage it?

Mr. KEEP. I am sorry to say that I can not tell you. The chief clerk's office has charge of that, and he is under the other Assistant Secretary's supervision.

Mr. LITTAUER. So that you can give no information in regard to that?

Mr. KEEP. I can not at this time.

Mr. LITTAUER. I wish you would find out whether or not the individuals appointed as telephone operators at \$720 a year are actually performing the service, or whether they were detailed to some other work and other higher priced clerks detailed to that work.

Mr. KEEP. I will ascertain that.

INDEPENDENT TREASURY.

OFFICE OF ASSISTANT TREASURER AT BALTIMORE.

Mr. LITTAUER. Let us take the details of the office at Baltimore. Last year, in addition to the treasurer and cashier, we had 3 clerks of the \$1,800 grade. This year he wants to evidently increase the compensation of those clerks by calling him a paying teller and designate the other two clerks as receiving teller and a vault clerk.

Mr. KEEP. The reason given is because he says in all of the other subtreasuries there are employees under the designation of paying teller, receiving teller, and vault clerk, and if the people are actually performing those duties he prefers to describe them in that way.

Mr. LITTAUER. This man is going to change the designation of a clerk to such designation as would give some idea of what the clerk's work was. Is there any necessity for that?

Mr. KEEP. The necessity that exists is doubtless connected with the compensation of the person, and is intended to convey to Con-

gress knowledge of the responsibility of the officer. If he is handling money, for example, higher pay is asked for him than if he is performing service on the books.

Mr. LITTAUER. Here is another instance. Where there is no assistant to the assistant treasurer the cashier is usually the second officer.

Mr. KEEP. Either the cashier or the chief clerk.

Mr. LITTAUER. But now in Chicago we have an assistant treasurer. We have had a cashier, but the estimate now is going to call this cashier "Cashier and acting assistant treasurer," with an increase of \$500.

Mr. KEEP. That follows New York, probably.

Mr. LITTAUER. Should we follow New York in every one of these cases and make the designation the same and pay salaries accordingly?

Mr. KEEP. They are simply compared to New York. Chicago claims to be in the class of New York, and although it is a much larger office than the others, still it is smaller than New York.

Mr. BINGHAM. If you will look in the book you will see that New York does not ask for any change. Why can not the same system of designation be followed? It is a small number, half dozen or eight?

Mr. KEEP. I agree fully with the suggestion that a standard form of organization for the subtreasuries should be adopted, and then additional people provided for in the larger offices; that is, a greater number of people under each designation in the larger offices than the smaller.

Mr. LITTAUER. To-day, for instance, a clerk is asked to be designated a minor-coin teller. Next year he has found that the New York minor-coin teller receives three or four or five hundred dollars more salary, so that the designation will tend to increase the compensation beyond probably what the position warrants.

Mr. BINGHAM. Yes; because they come to us with the statement that the man is doing another line of work when you make comparison with other treasuries, in addition to the same line of work some other official is doing.

Mr. KEEP. If you describe a minor-coin teller as a "clerk" you give the idea that he is not handling money, when he is.

Mr. BINGHAM. That is your only purpose of designation. Why not designate all who handle money as minor clerks?

Mr. KEEP. Those that are actually handling money, as a rule, are designated under the title of teller. They need not necessarily handle money at a window.

Mr. BINGHAM. I do not think we should take into consideration what portion of the building he handles the money in.

Mr. KEEP. I think more uniform designations for the subtreasuries could be made than do exist. They are all different now; one subtreasury has a cashier who acts as a vault clerk, another has a cashier and a vault clerk, and another one has a designation of chief clerk and vault clerk, or cashier and vault clerk.

Mr. BINGHAM. Would not a consistent designation be better than what you might call a regular designation?

Mr. TAWNEY. Can not the subtreasurer assign these men to do other duties than those which are included in the designation?

Mr. KEEP. Oh, yes, and they do so. You take watchmen for example; very nearly all of them are engaged in counting coin, and no salaries are provided for watchmen proper. I want to say that there are no excessive forces in these subtreasuries, and they are not overpaid.

Mr. LITTAUER. Has the work at the subtreasury in Baltimore increased?

Mr. KEEP. Not very greatly.

Mr. LITTAUER. Is there any particular reason why this paying teller should have his salary increased?

Mr. KEEP. None, excepting by comparison with others in the same position in offices of the same size. The paying teller there gets \$1,800.

Mr. LITTAUER. Take New Orleans for instance.

Mr. KEEP. The paying teller at New Orleans gets \$2,000 in the same class.

Mr. LITTAUER. The paying teller at Chicago only gets \$1,800.

Mr. KEEP. But he is asking for more.

Mr. LITTAUER. Yes; it is always leveling up.

Mr. KEEP. Two thousand dollars is not an excessive price for a paying teller at a subtreasury. If he makes mistakes he is responsible for them. Generally the subtreasurer exacts a bond from him to himself. The receiving teller also is responsible.

Mr. LITTAUER. The receiving teller, however, does not want any more money.

Mr. BINGHAM. What do your reports exhibit with reference to the average loss incurred through receiving and paying tellers?

Mr. KEEP. The Government is involved now in a loss of about \$61,000 at St. Louis.

Mr. BINGHAM. But do you have any report of the average loss?

Mr. KEEP. No.

Mr. BINGHAM. It is made up without making reports to you?

Mr. KEEP. When the assistant treasurer at Chicago recently went out of office we called upon him to make good about \$1,600 worth of mutilated silver dollars taken by the employees in his office. Of course, he got those silver dollars as bullion, and received what he could collect from his employees.

Mr. BINGHAM. In their daily work, is there an occasional loss in paying?

Mr. KEEP. I have no idea.

Mr. BINGHAM. You have no record of it?

Mr. KEEP. No, sir.

Mr. BINGHAM. Therefore it is not a matter for consideration.

Mr. LITTAUER. Why do you want one man as a watchman and the other as a watchman and porter?

Mr. KEEP. A watchman is a man who is a night watchman. A watchman and porter is a man who in the daytime does work as porter as well as watchman.

OFFICE OF ASSISTANT TREASURER AT BOSTON.

Mr. LITTAUER. I see there are no changes at Boston.

Mr. KEEP. There is no change at Boston.

OFFICE OF ASSISTANT TREASURER AT CHICAGO.

Mr. LITTAUER. Let us now take up the work at Chicago.

Mr. KEEP. At Chicago there is a \$500 increase asked for the cashier, and I think he should have it. He is a very excellent man individually. The office is a first-class office, it being next to New York in size.

Mr. LITTAUER. What does the cashier of the New York office receive?

Mr. KEEP. Four thousand two hundred dollars; \$3,000 is certainly a low salary for a man who occupies a position next to assistant treasurer at Chicago. He has work as responsible as that of the cashier of a big bank.

Mr. BINGHAM. Is there as much work as there is at New York?

Mr. KEEP. Not as much as at New York, but much larger than any other subtreasury.

Mr. BINGHAM. It is second?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Is this estimate made up by the Assistant Treasurer and forwarded to you with his requests?

Mr. KEEP. Yes; I have his letter on the subject and I will read that part relating to this:

For my cashier, through whom all remittances by mail or otherwise, as well as all correspondence, passes, and who in my absence assumes entire control and responsibility, I recommend an increase of \$500 per year, as compensation for long and faithful service, as well as volume of work required.

I know the cashier there and I know his qualifications.

Mr. TAWNEY. Did the assistant treasurer estimate for this increase at the last session?

Mr. KEEP. I think so. The previous assistant treasurer made the estimate a year ago. •There has been a change since. The assistant treasurer, I think, asked an increase for himself last year.

Mr. LITTAUER. What is the next increase asked for in Chicago? I see you add the word "chief" to all of these various clerks.

Mr. KEEP. The changes of designation are not important.

Mr. LITTAUER. But with them comes always the request for increase of salary.

Mr. KEEP. The other increases in compensation are asked for for vault clerks, chief paying teller, silver and redemption teller, and change teller, all money handlers.

Mr. LITTAUER. What comment would you make as to that; it is an increase from \$1,800 to \$2,000?

Mr. KEEP. I think they all ought to have the increase. I think it is not nearly the increase that has taken place outside of the Government offices in the larger cities of the country with people having similar responsibilities, and the extra cost of living and the extra scale of pay outside of Government service both make it more and more difficult to keep the right men in such positions.

Mr. LITTAUER. Does the work in Chicago increase?

Mr. KEEP. Very rapidly indeed, more rapidly than at any other place.

Mr. LITTAUER. Can you give us any idea as to the increase?

Mr. KEEP. In certain departments of work Chicago has the heaviest work of any Treasury office. They handle the post-office receipts

from a greater number of the smaller post-offices, and in the handling of silver dollars they exceed New York. To give you an idea of the relative size of Chicago as compared to other subtreasuries, I would say that the total transactions at Chicago last year amounted to \$343,000,000, while in Cincinnati they were but \$56,000,000.

Mr. LITTAUER. How much were they in New York?

Mr. KEEP. In New York they run very much higher. New York is larger than all of the others put together. Last year it was \$1,662,000,000.

Mr. LITTAUER. And the volume of transactions is a fair criterion of the work that has been done in a subtreasury, is it not?

Mr. KEEP. Not altogether. There are certain classes of work that involve more labor that do not run up into big figures; for example, handling in and out the silver coin.

Mr. LITTAUER. And handling in and out the gold in bulk?

Mr. KEEP. Yes; and the handling of post-office funds—the receipts of moneys from postmasters.

Mr. BINGHAM. The single operations would be very much larger in sum total in New York City than any other city.

Mr. LITTAUER. But the responsibilities go along with it.

Mr. KEEP. The scale of compensation in New York City is entirely different.

Mr. BRICK. I notice in the italics that you have “chief paying teller, chief bookkeepers,” and various others of that sort. Is there any particular reason why they should be called “chiefs?” Do they do the same kind of work?

Mr. KEEP. I do not think the change of designation is at all important.

Mr. LITTAUER. Among your memoranda are there any particular items in the office in Chicago that you desire to comment upon?

Mr. KEEP. The assistant treasurer asks an increase for the assistant vault clerk of \$200, in the following language [reads]:

The assistant vault clerk, heretofore classed as clerk, is really equally as responsible for the correctness and faithful performance of matters appertaining to the vaults as the chief vault clerk, and both, aside from their duties appertaining to the vaults, perform clerical work when not engaged in their regular duties at the vaults.

And also:

The assorting teller's salary I allowed to remain as in former appropriations, as his duties I did not consider as exacting and responsible as the other tellers, but deemed it advisable to select two men who are almost continually assisting the assorting teller, to class them as assistant assorting tellers, and as their responsibility is greater than an ordinary clerk, to recommend their salaries be increased \$300 per year.

Also:

The assistant silver and redemption teller in former appropriations was also classed as clerk, but who is actually performing the work that the new title indicates, and when not occupied in this capacity is assisting the assorting teller, assuming part responsibility, I have deemed it advisable to increase his pay \$300 per annum.

Also:

The clearing-house clerk I would recommend an increase of \$300 per annum, owing to the responsibility of his position.

The subtreasurer at Chicago is a member of the Chicago clearing-house.

Mr. TAWNEY. Mr. Keep, how do the salaries in the subtreasuries compare with the salaries paid for like service in large banks in the country?

Mr. KEEP. They are very much smaller.

Mr. LITTAUER. Are you sure of that?

Mr. KEEP. I can not undertake to say what salaries are paid to tellers in New York City banks, but I have no doubt it is much more than they pay the tellers in the subtreasury.

Mr. BINGHAM. My knowledge would run, in relation to our banks, that the paying teller of a big bank would get at least \$3,000 a year after some years of experience in the service; and of course the cashiers of the banks receive pretty large salaries.

Mr. LITTAUER. The cashier has work of an entirely different character; he has to determine discounts, credits, and everything of that kind.

Mr. BINGHAM. Of course, his duties are of a consulting character.

Mr. KEEP. Very often the cashier performs duties in banks similar to those performed by a chief clerk in a subtreasury. He is executive head of the bank. The discount work is done by either the president or the vice-president, but many cashiers of that kind receive \$10,000 a year. The cashier in my bank at Buffalo and one assistant cashier are paid higher salaries than are paid any assistant treasurer. Ordinarily the president of a bank is the man who runs the loaning business and formulates the general policy of the bank.

OFFICE OF ASSISTANT TREASURER AT CINCINNATI.

Mr. LITTAUER. I see at Cincinnati the changes are few.

Mr. KEEP. There are no changes at Cincinnati.

ASSISTANT TREASURER AT NEW ORLEANS.

Mr. LITTAUER. At New Orleans the only change is an increase of \$250 for the chief clerk, and seemingly an increase for two other clerks.

Mr. KEEP. Yes; a small increase for two other clerks.

ASSISTANT TREASURER AT NEW YORK.

Mr. LITTAUER. The assistant treasurer at New York has two engineers at \$1,050, and he wants to increase the compensation to \$1,200.

Mr. KEEP. Yes. I have a letter on that subject which I think speaks for itself. The man performing the duty of assistant engineer is receiving \$820, and \$2.25 a day is below the mark for such service.

Mr. LITTAUER. Does this man in the subtreasury receive thirty days' annual leave?

Mr. KEEP. Either fifteen or thirty days. I can not tell.

Mr. BINGHAM. I do not think anyone receives thirty days' annual leave in the cities outside of the District of Columbia. I think the rule only runs to Washington.

ASSISTANT TREASURER AT PHILADELPHIA.

Mr. LITTAUER. The assistant treasurer at Philadelphia asks that his compensation be raised to the level of Chicago.

Mr. BINGHAM. I have nothing to say as to that because I had not heard of it.

Mr. KEEP. Philadelphia is the next office in size to Chicago. Although it is not as large as Chicago, still it is not so far behind. The volume of transactions as between the two offices is approximately \$350,000,000 for Chicago and \$275,000,000 for Philadelphia.

ASSISTANT TREASURER AT ST. LOUIS.

Mr. LITTAUER. What is the volume of transactions at St. Louis? I notice there also the assistant treasurer wants to come to the dignity and compensation of a \$5,000 office.

Mr. KEEP. The volume of transactions at St. Louis is \$125,000,000.

Mr. LITTAUER. In addition to being the head of the office and responsible for all of those under him, are there any discretionary duties placed upon an assistant treasurer?

Mr. KEEP. His responsibility for the money makes him watchful.

Mr. BINGHAM. He is there; they make it a point to be there.

Mr. LITTAUER. Is there anything further, Mr. Keep?

Mr. KEEP. Nothing, I believe.

Mr. BINGHAM. The matter of designation we can adhere to without injury.

Mr. KEEP. Yes.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
WASHINGTON, November 30, 1906.

Extracts from letters of the assistant treasurers of the United States in support of estimates for increases of force and compensation in their respective offices, where such increases were approved by the Treasury Department and submitted to Congress.

Subtreasury at Baltimore.—For letter of assistant treasurer on matter of increasing compensation of paying teller, see page 312, hearings before your subcommittee last session.

Subtreasury at Chicago.—See letter of assistant treasurer, filed on Wednesday with the stenographer.

Subtreasury at New Orleans.—The assistant treasurer, in letter dated September 26, 1906, says: "The estimate transmitted asks for very few changes, aggregating \$450—\$250 for the chief clerk, \$100 for the redemption clerk, and \$100 for the porter and messenger. The changes suggested seem to me exceedingly just and for the good of the service."

Only two cashiers in the subtreasury service now receive \$2,250, namely, the cashiers at Cincinnati and New Orleans. The aggregate business of these two offices for the fiscal year 1905 was as follows: Cincinnati, \$59,000,000; New Orleans, \$65,000,000. The next smallest amongst the subtreasuries is Baltimore, with transactions of \$81,000,000.

Subtreasury at New York.—No increase of force asked for and no increases of compensation except for the engineers. The assistant treasurer writes as follows: "I desire to recommend that the salaries of the two engineers be increased from \$1,050 per annum to \$1,200 per annum each, and that of the assistant engineer from \$820 to \$1,000 per annum. I consider these increases only just, as like salaries are paid to the engineer force at the custom-house and other Government buildings in this city."

Subtreasury at Philadelphia.—The following increases are included in the estimates: Five hundred dollars increase for the assistant treasurer, \$100 increase for the receiving teller, \$200 increase for the redemption teller, \$200 increase for bond and authorities clerk. The assistant treasurer writes as follows: "I have recommended an increase of salary for the assistant treasurer, receiving teller, and redemption teller because of the growth of business. I believe that a comparison of this office with other subtreasuries will show that such increases are just and proper. I also recommend that the salary of the bond and authorities clerk be increased, because it is a place of responsibility and one requiring especial ability, and has been acceptably filled by Thomas McCully. He is at the head of the bond department and thoroughly capable in every way. The position formerly paid \$1,900 per annum, but was reduced by a former assistant treasurer."

The increase asked for Mr. McCully is from \$1,600 to \$1,800. In size the Philadelphia subtreasury compares with the next larger and next smaller office, as follows: Chicago, total receipts, \$350,000,000; Philadelphia, total receipts, \$279,000,000; Boston, total receipts, \$143,000,000. The assistant treasurer at Boston now receives \$5,000 per annum.

Subtreasury at St. Louis.—The following increases were asked for by the assistant treasurer and included in the Treasury Department estimates: Increased compensation for the assistant treasurer, \$500; new vault clerk, \$1,800; additional night watchman, \$720; increased compensation for three coin counters, \$100 each. The assistant treasurer writes as follows: "I have asked that my own salary be increased by \$500. This increase I think is warranted by the increased responsibility and work involved in the growth of the business of this office."

The total receipts for the subtreasury at St. Louis in 1905 were \$124,000,000. The next largest office is Boston, with receipts of \$146,000,000. The assistant treasurer at Boston receives \$5,000. The next smaller office is San Francisco, where the total receipts in 1905 were \$93,000,000. The assistant treasurer at San Francisco receives \$4,500.

The assistant treasurer further says: "The vault clerk is very much needed to have charge of the money as it is paid out to and received from the tellers, thus relieving the chief clerk of some of the work with which he is now overwhelmed."

Further, "I have also recommended that all the coin counters employed here be given an increase of salary of \$100, making their compensation \$1,000 per annum, which is little enough salary considering the arduous work they are called upon to do and the responsibility they are compelled to assume. The request for an additional watchman I consider especially urgent for the reason that at present I am compelled to have one of the coin counters continue on duty until the arrival of the night watchman, thus working a great hardship on these men."

WEDNESDAY, November 28, 1906.

OFFICE OF THE COMMISSIONER OF INTERNAL REVENUE.

STATEMENT OF HON. JOHN W. YERKES, COMMISSIONER OF INTERNAL REVENUE.

Mr. BINGHAM. Your estimates are the same. Have you anything special to submit to the committee?

Mr. YERKES. No, sir; except what we have submitted in the estimates.

Mr. LITTAUER. Your office force remains the same?

Mr. YERKES. Exactly.

Mr. LITTAUER. Have you taken up those transfers?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. How are you getting on with the collection of the revenue? Are you going to get out without a deficiency?

Mr. YERKES. I think so. As now equipped, we will work out. You understand there was a sweet-wine appropriation. We have

already collected on brandy used in fortification of sweet wines \$81,000, and it will run up to \$110,000. We will be more than reimbursed on that.

PURCHASE OF BOOKS, ETC.

Mr. LITTAUER. Have you no miscellaneous fund to pay for books for chemical experts?

Mr. YERKES. We have \$500 for that.

Mr. LITTAUER. You have used it in the past?

Mr. YERKES. We have used it in the past.

Mr. LITTAUER. Out of what fund does it come?

Mr. YERKES. It was out of the fund of \$2,200,000 for the payment of revenue agents, gangers, etc. Now, it will not come out of the \$85,000 fund for miscellaneous expenses.

Mr. LITTAUER. That \$85,000 is sufficient in amount to allow for the purchase of the books?

Mr. YERKES. I think we ought to have that.

Mr. LITTAUER. That is a small item in connection with the \$2,200,000 item.

The CLERK. They can not spend a cent of that for the purchase of books unless there is a specific authorization.

Mr. LITTAUER. Would not that come under miscellaneous expenditures?

The CLERK. No; the law says that no general appropriation shall be used for the purchase of books of any kind whatever unless appropriation be specifically made.

Mr. LITTAUER. Don't you think an addition ought to be made to the \$85,000 rather than to the \$2,000,000?

Mr. YERKES. It would seem so.

The CLERK. It was found that they took \$10,000 out of an appropriation for new ships and bought novels with it. The next paragraph is taken out of the special act of last year.

Mr. LITTAUER. There was appropriated in the special act of last year \$250,000, and it is to be incorporated in the regular appropriation now year after year.

Mr. YERKES. Yes, sir.

Mr. LITTAUER. How have you worked under it?

Mr. YERKES. Not at all, as that work does not commence until January, 1907. We have used some of the fund, but the real use of it will not commence until January, 1907.

Mr. LITTAUER. Is the \$250,000 sufficient for a full year's work?

Mr. YERKES. We can not tell until we use it this year; it was simply a guess. Mr. Miller, a former commissioner, figured on \$1,000,000. I figured on \$250,000. Perhaps we can get along on \$250,000. It is now on trial and we can not tell what we can do until we run a year. It is impossible to tell now. We have had it six months and we have not yet spent \$10,000. We will not begin to use it very much until the first week in January.

COMPENSATION OF GAUGERS.

Mr. LITTAUER. Did you receive any criticism at all from the people about the matter of the statutory pay? They think it low nowadays.

Mr. YERKES. Yes; the clerks frequently talk about it.

Mr. LITTAUER. Not so much the clerks as the gaugers.

Mr. YERKES. No; the gaugers will average \$5 a day. The men who

complain are the division deputy collectors, especially in the cities where the cost of living is increased. They do complain in certain portions of the country where the rate of living has increased. If you take the country districts, the deputy collector formerly paid in Tennessee, Kentucky, and the South 25 cents for a meal and 15 cents for horse food, whereas now they pay 40 cents for a meal and 25 cents for horse food. It is largely for the purpose of meeting these increased expenses, but there is no very great complaint. The clerks in Washington have suffered very much more.

Mr. LITTAUER. What part of them?

Mr. YERKES. The clerks getting from \$1,000 to \$1,200.

Mr. LITTAUER. They are now better paid than similar services are paid outside of the Government service.

Mr. YERKES. Possibly.

Mr. LITTAUER. And have more time.

Mr. YERKES. They have more time.

Mr. TAWNEY. They have the advantage of thirty days' leave and thirty days' sick leave.

Mr. YERKES. Yes.

Mr. BINGHAM. This simply covers the time from the 1st of January until the close of the next fiscal year?

DENATURED ALCOHOL SERVICE.

Mr. YERKES. This \$250,000 provided for here will become effective from the 1st of July, 1907; the \$250,000 appropriated last year became effective from the day of the appropriation and will run until July, 1907. Then we will take up the appropriation provided for in this bill.

Mr. BINGHAM. You have ample funds?

Mr. YERKES. I think so. We have got to try it out. No man can tell or figure out the cost exactly.

Mr. TAWNEY. I do not know whether or not you have been asked about this paragraph, or whether it has been reached in the consideration of the bill, but in view of the newspaper comments it may cause some discussion and some inquiry to be made on the floor of the House respecting the regulations which have been made by the Department for the purpose of carrying out this provision of that law. I would like to have you explain briefly the effect of your regulations and what opportunities there are under the law and under the regulations for the making of denatured alcohol for manufacturing purposes.

Mr. YERKES. I think I have seen more misstatements in editorials that have appeared in the newspapers in two States, and especially a paper published in a city in the Northwest, than I have ever read in my life on any other subject. I have seen it stated that the Commissioner deliberately made regulations which provided that alcohol can not be provided at any distillery with a capacity less than 500 gallons per day. The truth is that the regulations regarding denatured alcohol change in no respect whatever the existing system with regard to production of distilled spirits, including alcohol. There is not a line of the new law that in any way affects the existing system in regard to the production of distilled spirits. In other words, the new law is that alcohol, when produced, shall be placed in bonded warehouses as heretofore, and it allows the withdrawal of that alcohol from bonded warehouses into denatured alcohol bonded ware-

houses where the denaturing material is added, and then the tax of \$1.10 per proof gallon is released.

Instead of the law being that no distillery can produce alcohol for the purpose of denaturing unless it has a capacity of 500 gallons per day, the fact is that there are now hundreds of distilleries in Virginia, Tennessee, and Kentucky and elsewhere that mash only 3 bushels of grain per day, producing 10 to 12 gallons per day. Under the regulations we provide that there can be no denaturing until 300 gallons are to be denatured at one time. The distiller can put it in his warehouse as produced, the same as if he mashed 3,000 bushels, and have it denatured. That was done to save expenses.

It is following the system of Great Britain and other countries having similar laws. These people seem to have in some way gotten the impression during the pendency of the bill in Congress that if it passed they would be allowed to put up stills on their farms and distill grain, potatoes, corn, corn husks, corn shucks, or anything else they pleased without Government inspection, and after getting the product they could denature any amount they chose. They failed to consider the fact that the Government collects \$130,000,000 or \$140,000,000 of tax on distilled spirits, and that we must watch the production very closely to prevent its going on the market nontax paid. Every farmer can build in his back yard, if he chooses, a distillery, but the moment that plant is constructed it must be bonded and comes absolutely under the surveillance of the Government. It can not be operated without the presence of a Government official. It is the same law that has been in force since 1862, when the present law was enacted.

Mr. TAWNEY. That is also true of foreign countries with regard to their denatured alcohol law.

Mr. YERKES. It is absolutely true so far as Great Britain is concerned. In Germany they have a system of farm distilleries under Government surveillance. I went out about 20 miles from Berlin to visit a farm distillery. They produce alcohol there from potatoes. The official had the keys of the place in his possession so that no fires could be started. They were and have been under constant governmental watch and control. That is bound to be the case.

Mr. TAWNEY. The Government of Germany collects part of its revenue from distilled spirits the same as we do?

Mr. YERKES. Yes.

Mr. TAWNEY. The necessity for that governmental supervision is the same there as it is here?

Mr. YERKES. Yes, sir. In Great Britain they are so very strict with regard to the denaturing of alcohol that they will not allow a gallon to be denatured without two Government officials being present.

Mr. BURLISON. You say that they have distilleries in certain States where they mash only 3 bushels of grain per day?

Mr. YERKES. Yes, sir.

Mr. LIVINGSTON. Do they not pay license?

Mr. YERKES. No, sir. No distiller does.

Mr. LITTAUER. They must give bond.

Mr. YERKES. Each year, to cover the period of one year.

Mr. LIVINGSTON. For the amount of the capacity of the still?

Mr. YERKES. For any dollar they may owe the Government. Each distiller is bound to execute a bond to cover the tax due on the distilled spirits produced during the preceding month and put in bonded warehouses, so that we first have protection in the shape of a lien on the distillery property and premises and then we have an annual bond to cover every dollar of liability from any source, and the monthly bound to cover production. It was decided in the courts two years ago that the annual bond did cover the tax on whisky also.

Mr. LIVINGSTON. The amount of that, whether it runs 20 gallons or 300 gallons, is put into a bonded warehouse?

Mr. YERKES. We are bound to do that. It does not pay a cent of taxes when it is denatured. The Government stands in this attitude, and it is in advance of other nations on that subject: We do not charge the producer who makes denatured alcohol one dollar for the surveillance of the officers who go there.

Mr. LIVINGSTON. Why put it in bonded warehouses?

Mr. YERKES. If we did not do that we would lose control of it.

Mr. LIVINGSTON. It does cost money?

Mr. YERKES. It costs nothing except the expense of the bonded warehouse.

Mr. LIVINGSTON. There is the cost of transportation.

Mr. YERKES. It must be on the same property as the distillery. It is as close to that as it can be. Alcohol is withdrawn from the cistern room and put into a barrel and that barrel the gauger measures and puts his mark upon it saying that he has gauged the quantity in the barrel. While it is in the warehouse it is under the control and eye of the Government officers.

Mr. BURLISON. There is nothing, then, to prevent a farmer or a combination of farmers expending \$1,000 for the construction of a still in which they can mash grain, vegetables, or fruit and make it into denatured alcohol with absolutely no cost to the farmer on the part of the Government?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. How cheaply could such a still be erected on a farm?

Mr. YERKES. I should say that the whole outfit would not cost \$500, if a small one. Large ones are very much more costly.

Mr. LITTAUER. So that the only expenditure they have to make is an investment of \$500 capital.

Mr. YERKES. I would say so. We have no record of the cost of any distillery, for that is the business of the owners. I know, however, from the information received from my chiefs, who tell me that they have seen plants operated that in their judgment did not cost \$400. Abroad nearly all of the manufacturers of denatured alcohol pay all the expenses connected with the business.

Mr. BINGHAM. How does our system of laws for the prevention of loss in connection with the production of alcohol compare with the laws of Germany?

Mr. YERKES. In my judgment they are better. I say that after a close study of other systems.

Mr. LITTAUER. Our laws are better?

Mr. YERKES. Yes, sir.

Mr. LIVINGSTON. Who pays for the poison they put in?

Mr. YERKES. The distiller pays it and charges it to the purchaser.

Mr. LIVINGSTON. I wanted to know whether the Government had anything to do with that.

Mr. YERKES. No, sir; it has not, except to determine its character.

Mr. LITTAUER. The Government furnishes supervision.

Mr. YERKES. Yes, sir.

Mr. BURLESON. It is a trifling cost.

Mr. YERKES. Yes, sir; that of the denaturant. Where they denature it and it goes out to public consumption to be bought and sold at drug stores or elsewhere, we use one class of denaturant; then for the benefit of the manufacturing interests we allow them a system of separate denaturing, so that they can use alcohol in their plants. The manufacturing process is simple, and if it is sufficiently denaturized we approve it, and it can only pass from the distillery to the manufacturer. It is kept in warehouses under governmental surveillance. We keep close track of it.

Mr. BINGHAM. After transfer has been made out of Government bonded warehouse into the control of the operator who makes denatured alcohol your operations are completed. Is there any further supervision on your part?

Mr. YERKES. No, sir; except as to manufacturers and those who use it in large quantities. For instance, a wholesale dealer will buy from a dealer or producer. We keep track of the wholesale dealers. They are made to keep records. Say that they sell to a retail dealer in Washington or a drug store. We know that that store has bought, say, 50 gallons. Then our surveillance ceases. He can sell that at any place, the same as he does wood alcohol and methylated spirits.

Mr. LIVINGSTON. If you know that the alcohol was not denatured, what interest has the Government in it or why should the Government keep track of it?

Mr. YERKES. You mean what difference it makes to the distiller? I will explain that. If it were possible to discover a material to put into alcohol that would absolutely denature it and which could never be removed by chemical process so as to allow the restoration of the alcohol, we would not need to watch it; but, as a matter of fact, it can be redistilled and the poison taken out of it by redistillation and by passing it over charcoal beds, which will finally remove the poisonous substances and restore the alcohol. But there is less danger from this than from illicit distilling.

Mr. BINGHAM. Will you tell us something about denatured alcohol as applied to its general use in the United States?

Mr. YERKES. We have not yet put out a gallon of denatured alcohol in this country, and can not until the 1st day of January. Great Britain passed its first law allowing the use of denatured alcohol in 1855. Since then they have passed two amendments to that law liberalizing and inducing its use; and the last Parliament passed a new bill on the subject, which they were considering when we were in London, and providing, if possible, for the broader use of denatured alcohol in Great Britain. That was the result of a report of a commission that was appointed in 1904 by Parliament to take testimony and study the whole question in Great Britain, France, and Germany.

Sir Henry Primrose, who holds virtually the same position in Great Britain that I hold here, was the head of that commission. His report made in 1905, with the testimony attached, is by far the most valuable document that has yet been prepared on the subject.

I said, in talking to him upon the subject: "Your report shows that you are using in Great Britain to-day—that is, the United Kingdom—about 6,000,000 of our gallons of denatured alcohol annually, and of that some 2,000,000 gallons are for what you term domestic purposes. Can you possibly itemize that, showing how much of it is used for power, how much for illuminating, and how much for heat?" He laughed and said: "No; that could not be done." But he added that the great bulk of that 2,000,000 gallons is used to heat the hot-water kettles, the tea and coffee kettles, and for heating articles for use on the tables, which is just what alcohol is used for in this country—that is, wood alcohol, and also ethyl alcohol.

In France, for thirty years, the Government has been industriously attempting to utilize denatured alcohol. They are now using about 9,000,000 gallons annually, of which a large proportion is utilized in the production of vinegar. Germany has, I presume, certainly been more effective in introducing the use of denatured alcohol than any other country. In that country, wherever alcohol is produced from potatoes, the Government gives a rebate. The German Government does not fix a set sum as a tax upon alcohol, as we do, but it has four or five varieties of taxes levied. For instance, a mash tax, a distillery tax, and other taxes. I want to say, too, that they have there the most perfectly formed piece of mechanism that man ever devised. It is an adjunct to the Government, and could only operate because it is really a protégé of the Government.

It fixes the amount of production of alcohol in the German Empire for the year, so that if they want a hundred millions, or 150,000,000 of gallons, the concern will fix the amount. If you are a distiller, and are going to produce alcohol from potatoes, the central controlling body will say to you: "Your part of this 150,000,000 gallons is 60,000 gallons," and it will say to some one else, "Your part of this 150,000,000 is 50,000 gallons," and so on. And if you produce and deliver to it 60,000 gallons you get the rebate provided for, and if you produce and deliver less than 60,000 gallons you do not get a cent of rebate. If you produce more than 60,000 gallons you get the rebate on 60,000 gallons alone. So that there is the inducement to produce the exact amount, and the inducement also not to overproduce, because you would not get the rebate on the overproduction.

Mr. LITTAUER. Who determines the amount of each individual?

Mr. YERKES. The trust, or controlling body.

Mr. LITTAUER. What Government official?

Mr. YERKES. He is not a Government official. The whole thing is operated under governmental sanction, but I never could get at the bottom of it or fully understand it. But that is the system. This concern, that has its specific name, says to you: "You deliver 60,000 gallons to us and you will get this governmental rebate. If you produce less, you will not get it."

Now, in addition to that, this company fixes the price that it pays. I said to the manager: "Suppose you have a good year, and there is a demand for alcohol. You export or sell it and get a good price for it. What do you do with the earnings?" They had a magnificent building, fitted up for offices, and beautifully decorated. "Well," he said "we deduct the proper amount in payment for our services, then if

there is any surplus we declare a dividend back to the farmer. It may be 2 cents or 1 cent or 5 cents a gallon, whatever would be his pro rata share. They will get their proportionate part as a dividend."

Mr. LITTAUER. Then it is a sort of cooperative concern.

Mr. YERKES. I said to him: "Suppose there is a deficit." "Oh," he says, "we have bonds from distillers, and if there should be a loss they would have to make up their proportionate part of the loss."

Mr. LITTAUER. Under whose regulation is this?

Mr. YERKES. The best information I could get was that it was to some extent under governmental regulation, but I never could get at the bottom of it. You can see how it prevents overproduction and secures the making of the amount necessary by this concern for all purposes.

Mr. BURLESON. With what degree of success are they making experiments and efforts to use it for motor purposes?

Mr. YERKES. I was going to say that in Great Britain, and I think I am absolutely accurate, it is scarcely used at all as a motor power, and it is not used at all for lighting or general heating purposes. They have their governmental laboratory, a magnificent one, and the head of it is Doctor Thorpe. He was on this commission with Sir Henry Primrose. I asked them how much alcohol was used in Great Britain for lighting. Doctor Thorpe laughed and said that he had a beautiful lamp on his library table that he burned it in. I asked him if that was the only one, and he said that was the only one he knew of. It is the same in France; but the French Government is trying to introduce the use of alcohol as a motor power by requiring the licensed motor cars in the city of Paris to change from gasoline to denatured alcohol. It has not been a success with the old machinery, which can, however, be constructed to use it. The change has not yet been made.

Mr. BURLESON. Does it require different machinery?

Mr. YERKES. Yes; it requires to some degree different machinery from that operated by gasoline. It is different from gasoline in its explosion. It requires a different cylinder. I am told, though I am not a machinist. I believe it will be used for that purpose finally, but up to the present time you may say that in Great Britain it is not used for motor purposes, in France scarcely at all, and in Germany only in a limited degree. But in Germany they have introduced its use as a motor power in connection with stationary engines, in the operation of them through the country in connection with farming interests and some small manufacturing interests.

Mr. TAWNEY. Is the power produced by explosion the same as in gasoline engines?

Mr. YERKES. I think so. The only one I saw was a small stationary engine.

Mr. BURLESON. I did not think it exploded.

Mr. TAWNEY. I don't think that you could get power in any other way except by explosion.

Mr. YERKES. I saw one stationary engine in use in Berlin that was connected with an experimental plant owned and operated by the controlling company that I have spoken of and where they trained young men. They get there every article from which alcohol can be produced, and make all kinds of experiments in regard to fermentation and the amount of alcohol produced in that way. The head

men of that department showed me a stationary engine used there. They had used it for about six years, utilizing alcohol as the motive power.

Then again in Germany they have made great effort to use it for lighting purposes, but they had never yet been able to produce a lamp that was absolutely satisfactory. However, they showed us at a large store in Germany, which is owned by men who have been experimenting along these lines, a new lamp mantle which they were just about to put upon the market, and which they believed would solve the problem of cheap light in the country precincts of Germany, a light that could be used outside of the zone of electricity and gas.

Mr. LITTAUER. You said that in England they used about 6,000,000 gallons of denatured alcohol, and that about 2,000,000 gallons was used in small lamps and for heating teakettles, and so forth?

Mr. YERKES. Yes; about 6,000,000 gallons of denatured alcohol. Their alcohol is produced mainly from molasses.

Mr. LITTAUER. Yes. What do they use the balance for?

Mr. YERKES. They use it in their manufacturing industries. It seems from above as if there was not an immediate future in this country for the use of denatured alcohol for domestic purposes such as heat, light, and power. But that the manufacturers will get an immediate benefit from the passage of this bill there can be no doubt. I am simply repeating what I said before the Ways and Means Committee at the last session, because I took the position at that time that some of the newspaper talk was largely foam and froth, that there was little in it so far as the immediate use of this denatured alcohol for heat and light throughout the country was concerned. But I think that the use will grow, and its general utility will come ultimately. •

Of course, there is a great difference in population between the United Kingdom and this country. We have double their population. I think there are about 38,000,000 in France and about 56,000,000 in Germany. We have a larger population. Then, again, we have a population that is extravagant in the use of everything as compared with the absolute economy with which every article is used abroad; so that I believe that we will utilize it here, and that we will utilize it to a large extent for domestic purposes. I believe, too, that we will have a cooperative distillery business throughout the country just as we have now the cooperative creamery business. The question is whether the farmer can sell the grain for other purposes at better profit than can be secured if it is utilized at home in a distillery plant. But I see no reason why you could not have the cooperative distillery throughout the country.

In Germany they raise potatoes for the production of alcohol—70 per cent of their alcohol is produced from potatoes, and the residue from the refuse molasses following in the manufacture of beet sugar. These potatoes are raised largely in the less fertile portions of the Empire. When produced they are divided into three classes: First, those that are fit for human consumption, for table use—and they are not a very good table potato, not as good as ours—secondly, a grade that is used for animal food; and, third, the lowest grade, that used for the production of alcohol. It is a yellow potato; but I think you will find that the Agricultural Department know much more about it than I do, as they have been making a study of that question.

Whether they can be produced in this country or not I do not know.

Mr. LIVINGSTON. I hardly think we will raise them down South, for we have our cane there, and there is more alcohol in the cane than in the potatoes.

Mr. YERKES. When it was talked before other committees that alcohol could be made in this country from some other substance than grain at a wonderfully cheap price, the question in my mind was: Has it been done; this makes no change in the law. Certainly the distilling interests of this country have had both brains and money.

Mr. BINGHAM. As I understand it, you made your investigation abroad by order of your Department?

Mr. YERKES. By order of the President.

Mr. BINGHAM. Will the information which you have secured appear in any form in your annual report?

Mr. YERKES. No, sir.

Mr. BINGHAM. It was simply departmental.

Mr. YERKES. Simply departmental. The President suggested that I go, and I asked permission to take with me my head chemist.

Mr. BINGHAM. I merely wished to know if the details would appear in printed form.

Mr. YERKES. No, sir; except as they appear in the regulations which were issued by the Department after my return.

THURSDAY, *November 29, 1906.*

MINTS AND ASSAY OFFICES.

STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR OF THE MINT.

MINT AT CARSON, NEV.

Mr. LITTAUER. We will now go to page 128 and take up the mint at Carson, Nev. You ask for an additional clerk there.

Mr. ROBERTS. We ask for authority to employ an additional clerk and another workman there. That increase is asked for on account of the very heavy increase in the production of gold in Nevada, which has begun this year, and is going to continue. It can scarcely be doubted that in the next two years Nevada is going to take first rank in this country in the production of gold. It is the presumption that the receipts of that office will increase, and if they do not of course we will not use the money. I think it is prudent to provide for the increase in that office.

Mr. LITTAUER. If a matter should come up of that kind—that is, a great increase in business—and the force of the office is not sufficient to take care of the work, have you any way of increasing the force?

Mr. ROBERTS. No, sir; we have not.

Mr. LITTAUER. There is no way of transfer by detail or anything of that kind in connection with the mint and assay offices?

Mr. ROBERTS. We could detail a man if he could be spared from somewhere else, but there is no other fund from which we could draw for that purpose.

Mr. LITTAUER. You could detail from one mint or assay office to another?

Mr. ROBERTS. Yes, we could do that.

Mr. LITTAUER. This work has not yet reached the point where this clerk is necessary, but you anticipate that it will?

Mr. ROBERTS. Yes, sir; this is the year beginning next July.

Mr. BINGHAM. There is no special increase of work in Nevada, is there?

Mr. ROBERTS. It is anticipated.

Mr. BINGHAM. Beyond this request?

Mr. ROBERTS. Not beyond that, no.

Mr. TAWNEY. How much did the business increase in the last year?

Mr. ROBERTS. The business of the office has been very small. In this last year it increased over 100 per cent, but that is not saying very much. I think it increased from about \$300,000 to three-quarters of a million. It would have to increase a good deal more before it would be necessary to add anything; but Nevada is going to show a heavy increase in production.

MINT AT DENVER, COLO.

Mr. LITTAUER. Now, at Denver, we thought in years past that the organization there was fairly elaborate.

Mr. ROBERTS. I will withdraw that request for an assistant cashier. That was submitted by the superintendent and I approved it at the time we made up the estimates, but I have been out there since, and I think we can get along without it. It is somewhat inconvenient to have but one man in the cashier's office, but I think they can arrange it.

Mr. LITTAUER. In last year's appropriation bill some of these items that were changed on the floor—as, for instance, the item for the wages of workmen in comparison to that of the office force—evidently were not done in proper proportion.

Mr. ROBERTS. No.

Mr. LITTAUER. The wages of workmen at Denver, at least the amount for wages, was but \$10,000. How did you get along, and how are you getting along?

Mr. ROBERTS. I would rather you would not ask me.

Mr. LITTAUER. Are you going to come in for a deficiency?

Mr. ROBERTS. That ought to be changed. We will have to ask Congress in the deficiency act to change that provision there of \$10,000 so as to allow us to use more of the \$150,000 for wages of "other clerks and employees." It does not change the total amount appropriated, but it changes the subdivision.

Mr. LITTAUER. Are you, at Denver, going to use up the entire appropriation for this year?

Mr. ROBERTS. Yes.

Mr. LITTAUER. What work are you doing there?

Mr. ROBERTS. Coining silver.

Mr. LITTAUER. Subsidiary silver?

Mr. ROBERTS. Yes. We have had a very heavy coinage there this year. We have coined more there in the four months of this year than we did all of last year.

Mr. LITTAUER. But you had not begun last year.

Mr. ROBERTS. We began in February. We have coined 4,649,000 pieces in the Denver mint in the first four months of this fiscal year, and at that rate we will use up the appropriation.

Mr. LITTAUER. Is it fair to figure the cost of running a mint on the number of pieces produced, no matter what their character or designation is?

Mr. ROBERTS. Not exactly, but it is fairer than the total value. It is the nearest rough estimate you can make.

Mr. BINGHAM. Have you started any gold coinage in Denver?

Mr. ROBERTS. Yes.

Mr. LITTAUER. With an organization as at Denver, the office organization or the supervisory organization, costing \$38,000, and \$150,000 expended for labor, out of which must be deducted again \$30,000 for clerical service—

Mr. ROBERTS. That is not all clerical service, the \$30,000. The watchmen, for instance, and messengers, and a good many people whom the Auditor declines to pass as workmen are included in this. They are not all clerks.

Mr. LITTAUER. Then labor does not really receive more than probably two-thirds of the amount appropriated for the running of the mint.

Mr. ROBERTS. Well, I have not figured that out exactly, but unquestionably the running of a small mint is expensive. It is more costly in proportion to the amount of work done than at a large one. It would be better to consolidate our coinage more than we do. It is expensive to scatter our work, but you have got to have a certain organization, a system, and a system of checks in order to protect your metal; but we are doing as well as we know how.

Mr. LITTAUER. All your recommendations for the coming fiscal year, the \$32,000, for clerks and employees of the \$150,000 estimated for the necessary wages of workmen—how do you reach the conclusion that you need that sum?

Mr. ROBERTS. Of course, if I had known that that question was going to be asked, I could have submitted to you a list of people who are paid out of that \$32,000. That is about the only way I can answer that question.

Mr. LITTAUER. Of course that list would show every employee.

Mr. ROBERTS. Yes.

MINT AT NEW ORLEANS, LA.

Mr. LITTAUER. We now come to New Orleans.

Mr. ROBERTS. We have an increase there.

Mr. LITTAUER. Despite the fact that you are doing so much at Denver.

Mr. ROBERTS. Yes. The fact is the coinage is going to be larger there the coming year; it is going to be larger this current year than ever before. We have been running the New Orleans mint with a mere skeleton of a force, but by increasing it a small amount we can double the amount of work done there, and I think that is the most economical place to spend the money, since we are to run that mint anyway.

Mr. LITTAUER. You feel that it would be cheaper, in view of the fact that we have the New Orleans organization, to increase the coinage at that mint than at either of the other larger ones.

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. And your recommendation is based upon economy for the Government solely.

Mr. ROBERTS. Yes, sir.

Mr. BINGHAM. And you have given up your position of a few years ago that the New Orleans mint might be closed.

Mr. ROBERTS. I am still of the same opinion.

MINT AT PHILADELPHIA.

Mr. LITTAUER. Now, at Philadelphia you want an engraver at \$4,000?

Mr. ROBERTS. That is an increase. We pay our chief engraver at the Philadelphia mint \$3,000 a year, and that is a salary fixed many years ago. The chief engraver at the Bureau of Engraving and Printing gets, I think, \$6,000 a year.

Mr. LITTAUER. Does he not have much more varied work to do?

Mr. ROBERTS. I think we ought to have a first-class man at Philadelphia, and I do not think that \$3,000 is ample pay.

Mr. LITTAUER. Does he do all the engraving for the different mints?

Mr. ROBERTS. Yes, sir; he has charge of it all; he has several engravers under him.

Mr. BINGHAM. How long has he been there?

Mr. ROBERTS. Twenty-five years or so.

There is one point that I want to refer to, and that is that the Government has been doing a great deal more medal work in recent years than formerly, and it will do more, no doubt, in the future. The medal department is a very important department, and is becoming more so all the time. That adds greatly to the responsibility and to the demands on the engraver.

Mr. LITTAUER. Do you refer to medal work authorized by Congress?

Mr. ROBERTS. Yes, sir; not a session of Congress passes without authorizing more or less medals.

Mr. BINGHAM. Does he receive any additional compensation for that foreign work; does he receive any compensation from foreign governments?

Mr. ROBERTS. He has at times done some work outside of his office.

Mr. LITTAUER. To be paid for through the Government?

Mr. ROBERTS. No; not by this Government. For instance, the Government of Mexico, through President Diaz, had some dies made. Those were made entirely outside.

Mr. LITTAUER. How many hours a week does the mint at Philadelphia work?

Mr. ROBERTS. They work every day in the week and eight hours a day.

Mr. LITTAUER. Including Saturdays?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. Do you have Saturday half holidays during the summer?

Mr. ROBERTS. Oh, yes; the same half holidays that we are granted in the Departments here for three months. The Comptroller of the Treasury has ruled that the Secretary of the Treasury has the authority to grant that.

Mr. BINGHAM. I think that during the heated months, July, August, and September, with the exception of the Post-Office Department, the general governmental Departments close at 1 o'clock.

Mr. ROBERTS. I understand that they do.

Mr. LITTAUER. Is there any piecework in connection with the Mint, or is it all on salary?

Mr. ROBERTS. It is all on day labor and salary.

Mr. BINGHAM. I see by referring to page 134 that your estimates are \$25,000 more for Philadelphia than they were during the current year. Is that because of increased work?

Mr. ROBERTS. Yes; our appropriation for the contingent fund was \$100,000 a year for a number of years up to 1904.

Mr. LITTAUER. But your appropriation for labor was more also.

Mr. ROBERTS. Yes. For 1904 and 1905 the contingent appropriation was made \$85,000, and last year we estimated for \$85,000, but it was cut to \$75,000 in the committee, and I think we shall have to ask for a deficiency of at least \$10,000 this year. Our coinage is increasing, and, furthermore, the Philadelphia mint—that is, the new mint—has now been in operation about five years; we are requiring more repairs upon machinery than we have required for several years, and there is new machinery that we would like to put in that we think would be more effective. That must be paid for out of the contingent fund, and for that reason I have asked for \$100,000 for the contingent fund, and I feel that we shall need it.

As to wages, it is a fact that we have not asked an increased appropriation for wages, but the Philadelphia mint is doing the best work it has ever done, and we are getting in improved equipment there—machinery which is to some extent saving labor. That accounts for the fact that we expect to do more coining with the \$400,000 than we ever did with the \$450,000.

MINT AT SAN FRANCISCO, CAL.

Mr. LITTAUER. How is your equipment out in San Francisco, and how were you affected by the catastrophe there?

Mr. ROBERTS. It did not injure our equipment. The building was not destroyed. It was injured somewhat, but the Supervising Architect will take care of that.

Mr. LITTAUER. It did not affect your equipment?

Mr. ROBERTS. No.

ASSAY OFFICE AT BOISE, IDAHO.

Mr. LITTAUER. At Boise, Idaho, you are asking for an increase of \$400.

Mr. ROBERTS. I have submitted that every year for a number of years, and with your permission I will continue to submit it. I think the man deserves it. It is a responsible position, the chief clerk of that office.

Mr. LITTAUER. Is he the permanent official?

Mr. ROBERTS. He is the permanent official. Without intending any reflection upon the head at all, the position of chief clerk is a very responsible one.

Mr. LITTAUER. But is not the increase at Boise under any circumstances altogether too great for the Government's interests there?

Mr. ROBERTS. If we are going to have an office there, we ought to pay the responsible man as much as he would receive from private firms for similar business. If that man was working for a bank I know he would get more money.

Mr. LITTAUER. What is the total amount received at Boise, and how does that office compare with others?

Mr. ROBERTS. It remains about the same. Boise has not changed much for ten years.

ASSAY OFFICE AT CHARLOTTE, N. C.

Mr. LITTAUER. How are we getting along with our assay office at Charlotte?

Mr. ROBERTS. We had an assistant assayer down there who was the real assayer for many years at \$1,250 a year. Unfortunately for us he died last year, and we have not been able to fill his place. It is not filled to-day. We are getting along after a fashion, sending all deposits up to Philadelphia before we pay for them.

Mr. LITTAUER. What is the matter with the head of the office; is he incompetent?

Mr. ROBERTS. I would not want to say that. He is as competent as anybody who has ever been at the head of the office, yet Mr. Pope was not an assayer when he was appointed to that office. He has picked up a good deal, however.

Mr. LITTAUER. Is that a Presidential appointment?

Mr. ROBERTS. Yes, sir. I don't think we can fill that place at the old salary. We have tried to do so for the last six months. We have gone to the Civil Service Commission, I think, four times now, and the men have all declined the salary offered. We have not been able to find anybody who would take it.

Mr. BRICK. Would it be a great catastrophe if it was not filled and never filled?

Mr. ROBERTS. The committee has had my opinion many times about some of these minor assay offices.

Mr. LITTAUER. Through your inability to fill this office down there, has an additional expense been incurred in any way to the Government?

Mr. ROBERTS. No; we can not spend any more money. We have not spent as much.

Mr. LITTAUER. You have had to send to Philadelphia to have it all attended to?

Mr. ROBERTS. We are not giving the service that was formerly given.

Mr. LITTAUER. What is the amount of deposits?

Mr. ROBERTS. Oh, it is small. I think about \$300,000 a year. It was \$257,000 last year.

ASSAY OFFICE AT NEW YORK.

Mr. LITTAUER. At the New York assay office you want to increase the compensation for the assayer's first assistant from \$2,250 to \$2,500?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Has he been underpaid?

Mr. ROBERTS. I think he has. I think that man ought to have more money. The chief assayer gets \$3,000. The first assistant is a first-class man, and must be, and I think that the pay of \$2,500 a year to a man living in New York City is small when we take into consideration the qualifications that are required for his position.

ASSAY OFFICE AT SEATTLE, WASH.

Mr. LITTAUER. At the assay office at Seattle there are some slight increases.

Mr. ROBERTS. I think the appropriation is not increased. It is switched around, leaving it just the same.

Mr. LITTAUER. On page 142 you ask for slight increases for the wages of workmen. Does that mean that the man dropped above is to be taken up in this force?

Mr. ROBERTS. We have dropped out a salary and put it in the wages.

Mr. BINGHAM. I see that your increase for mints and offices is about \$65,000 or \$66,000. Do you contemplate for the next fiscal year a larger output of coinage?

Mr. ROBERTS. We do.

Mr. BINGHAM. The increase presupposes a larger output of coin?

Mr. ROBERTS. Yes.

Mr. BINGHAM. Together with a larger repair of machinery?

Mr. ROBERTS. We have asked for an increase which would include the repairs to new machinery.

THURSDAY, *November 29, 1906.*

WAR DEPARTMENT.

STATEMENT OF MR. JOHN C. SCOFIELD, CHIEF CLERK.

OFFICE OF THE SECRETARY.

Mr. LITTAUER. Now then, you say in your note here that there are three clerical employees attached to the office of the Secretary. You start out with his private secretary, who receives \$2,500; then the Secretary has got a clerk, called "clerk to the Secretary," who receives \$2,000, and then a stenographer at \$1,800.

Mr. SCOFIELD. He is now receiving \$1,600, and the Secretary wants to make it \$1,800.

Mr. LITTAUER. He does only stenographic work?

Mr. SCOFIELD. He does more than that.

Mr. LITTAUER. What does the clerk to the Secretary do?

Mr. SCOFIELD. He does stenographic and confidential work.

Mr. LITTAUER. And also the private secretary?

Mr. SCOFIELD. Yes. That is a very busy office. They stay overtime. When the Secretary is there they never get away until 6 or 7 o'clock in the evening, and they work holidays and Sundays; nearly every Sunday.

OVERTIME WORK.

Mr. BINGHAM. What do you mean in your note here by "extended hours of labor" in your office?

Mr. SCOFIELD. In all the divisions of the Secretary's office we are working overtime right along. We have a record of it that shows for itself. During the past year our overtime work aggregated more than a thousand hours; that is, it was nearly equivalent to the work of four additional clerks for the year.

Mr. BURLESON. So far as that is concerned, the eight-hour rule has never obtained, so far as the heads of Departments and bureau chiefs are concerned. They have always worked overtime, just as Members of Congress have to do.

Mr. TAWNEY. These are clerks working overtime?

Mr. BURLESON. Those immediately connected with them have always worked overtime?

Mr. SCOFIELD. They have not worked so much overtime heretofore as now.

Mr. BURLESON. Since you have been here, Mr. Scofield, has it not always been the case that the heads of Departments stay in their offices frequently two hours, at least, after the close of office hours?

Mr. SCOFIELD. It was not so before to the extent it is now—before the Spanish-American war. Since the Spanish-American war the overtime work is very much more.

Mr. LITTAUER. Are your records more exact and full than they formerly were?

Mr. SCOFIELD. I do not think so.

Mr. LITTAUER. Are there more cross references and matters of that kind?

Mr. SCOFIELD. Not appreciably more. We always try to keep it so that we can find papers readily, and see to it that a reasonable record is kept. In the Secretary's office we keep a meager record instead of a complete record. We do not make any record of anything that is recorded fully elsewhere in the Department. We have pursued that policy in the last eight years. I have labored to that end ever since I have been chief clerk. There is sometimes a natural tendency to make more of a record than is really necessary. I have made a report to the Secretary of War several times, showing the character of cases that were formerly recorded that are not recorded now. You would be surprised at the volume of business that was formerly recorded that is not recorded now, for the reason that a complete record is kept elsewhere. In some cases we do not make any record whatever where the character of the case is readily indentified, so that we know where to look for it. In other cases we make a catch-word or index record.

TELEPHONE OPERATOR.

Mr. LITTAUER. We have here a telephone operator at \$480. What kind of a position is that?

Mr. SCOFIELD. For operator of telephone at the switchboard.

Mr. LITTAUER. In the first place, have you a switchboard?

Mr. SCOFIELD. Yes.

Mr. LITTAUER. You have entered into a contract that covers that?

Mr. SCOFIELD. We have had it before. Now we have a larger switchboard under the new interdepartmental telephone system. That is in the telegraph division.

Mr. LITTAUER. Where is it provided for, as far as salary goes?

Mr. SCOFIELD. There is a chief telegrapher at \$1,800. That is down at the bottom of the page.

Mr. LITTAUER. Are these four clerks under him?

THREE ADDITIONAL CLERKS OF CLASS 1.

Mr. SCOFIELD. There are five telegraphers. There is an increase of three asked for.

Mr. LITTAUER. Now, then, how many of these serve at the switchboard?

Mr. SCOFIELD. None of them, except in an emergency.

Mr. LITTAUER. Where is your switchboard telephone operator provided for?

Mr. SCOFIELD. It is not provided for as such.

Mr. LITTAUER. Where is it provided for? Is it put under the head of a clerk?

Mr. SCOFIELD. Under the head of a messenger.

Mr. LITTAUER. What salary is paid?

Mr. SCOFIELD. Seven hundred and twenty dollars.

Mr. LITTAUER. How many of those have you?

Mr. SCOFIELD. We have two, one at \$720 and one at \$660.

Mr. LITTAUER. You do the work at the switchboard with one \$720 and one at \$660? Why don't you specify them as telephone operators rather than as messengers?

Mr. SCOFIELD. I will tell you why. There is no reason why we should not, but when it came up we did not have an appropriation—that is, when we installed the system—and under the civil-service rules you could put a messenger on that duty. We got the authority and we simply continued it that way. There is no reason why we should not.

Mr. LITTAUER. So you detail one person from your messenger roll, at \$600, and one clerk, at \$720, and call them telephone operators? It would not change the force?

Mr. SCOFIELD. No.

Mr. LITTAUER. You have made a very full note as to your changes. Do you want to amplify it?

STENOGRAPHER TO THE SECRETARY, ETC.

Mr. SCOFIELD. I would like to call your attention especially to the first one. That is the Secretary's special request. After the estimates were completed and I was about to send them to the Treasury

Department, the Secretary directed an increase of \$200 to be estimated for this position.

Mr. LITTAUER. The present Secretary of War is probably burdened with more work than the usual Secretaries of War would be burdened with?

Mr. SCOFIELD. I do not know about that. The last two Secretaries have been doing the same thing.

Mr. LITTAUER. Going back of that, how was it?

Mr. SCOFIELD. Back of that we did not have the same amount of work, except during the war with Spain.

Mr. LITTAUER. If we put these men in now, they will be there for all time?

Mr. SCOFIELD. I do not think so.

Mr. LITTAUER. These men are on the force that attend personally upon the Secretary?

Mr. SCOFIELD. I am satisfied that if you knew the conditions you would not hesitate to grant that. The next one is the position of clerk to the Assistant Secretary.

TELEGRAPH SERVICE.

Then there is on estimate for the increase of three clerks and one messenger boy. That is for the all-night telegraph service, which we had tried to get along without. General Ainsworth and General Bell went to the Secretary and asked him to have it restored. The Secretary said to me, "I think it is very necessary to restore this night service." We have got to be in constant communication with the Army everywhere.

Mr. LITTAUER. In times of peace like this?

Mr. SCOFIELD. At all times. We never know when an emergency is coming up in the War Department. The War Department telegraph service is twice as large as that of any other Department. The Agricultural Department comes next, with its Weather Bureau Service. But we do twice the business. I have taken the pains to investigate this with the telegraph companies. We divide the business equally between the two commercial companies. Our telegraph tolls to one company for telegrams and cablegrams for the month of October of this year amounted to \$1,953.98, as against \$1,614.89 for all the telegrams and cablegrams of the next five leading Departments.

Mr. LITTAUER. What is the necessity for that?

Mr. SCOFIELD. We have people, you know, scattered all over the world. A great deal of the orders to the Army are necessarily telegraphed.

Mr. LITTAUER. I think the Navy should have five times as much telegraphing to do as you have, because each ship is like an army, or squadron of an army, by itself.

Mr. SCOFIELD. There is no question about the amount of telegraphing necessary to be done by the War Department. We have to keep in touch with our people. We have people scattered in hundreds of different localities throughout the country, and in Alaska, Hawaii, the Philippine Islands, Cuba, and Porto Rico.

Mr. LITTAUER. This night service is in what way necessary? Is it so as to get the work in during the year?

Mr. SCOFIELD. General Ainsworth said to me only a few days ago, "At all hours of the night I am called up when telegrams come into the Department." He is called up on the telephone, and the message is repeated to him on the phone, and often he dictates over the phone an answer for the operator to send by telegraph.

Mr. LITTAUER. You want for that service how many people?

Mr. SCOFIELD. It requires three men and another messenger boy.

Mr. LITTAUER. Where are these?

Mr. SCOFIELD. It just says, "three submitted;" three clerks of class 1 and a messenger boy. When I received instructions to increase this, to restore the force, I put in three clerks for telegraph operators at \$1,000 each. When I came back from a few days' absence, I found that the Secretary himself had increased it to \$1,200, and was told that it was done upon representations made to him that competent men could not be obtained for less. Upon investigation you will find you can not get such men at a lower price. They are making more in the telegraph offices here than \$100 a month, including the extra time they can put in.

Mr. BURLESON. Who made that investigation?

Mr. SCOFIELD. General Ainsworth, I believe, made inquiry from the telegraph companies. All I know is from hearsay. I learned it when I got back. A first-class man is making more in the telegraph offices here, with the extra work that he gets. I have investigated that to some extent and found that out before.

Mr. TAWNEY. How much does the operator in the Navy Department get?

Mr. SCOFIELD. I do not know, but he does not do anything like the amount of work we do. We have an all-day service. We ought to have three shifts.

Mr. LITTAUER. But you have your day service already provided for. You only want this extra night service. Why do you want three men for that?

Mr. SCOFIELD. To give the men some chance for holidays and Sundays.

Mr. LITTAUER. Why would not two men be enough to handle it?

Mr. SCOFIELD. They can not very well do it.

Mr. LITTAUER. It takes three men in order to have one man at the phone?

Mr. SCOFIELD. No, sir. We put on two men during the day, and two men for the early part of the night, and one man for the rest of the night when the work is light. When the telephone operator is not on you call up the switchboard, and in an emergency he answers.

Mr. TAWNEY. How many trunk lines have you running into the War Department?

Mr. SCOFIELD. We have twenty-six wires. We work the following duplex: The Postal Cable, and the Commercial Cable, and the Western Union, and the Western Union Local, and the Postal Local, and two departmental lines, connecting with the White House and the Executive Departments. Then we have a line to Fort Myer, and one to Fort Hunt, and one to Fort Washington.

Mr. BURLESON. Where were these men secured?

Mr. SCOFIELD. We get them through the Civil Service Commission, but I think in two cases they are men who were on duty in the local telegraph office.

Mr. BURLESON. Were they formerly employed in the War Department?

Mr. SCOFIELD. No, sir.

Mr. BINGHAM. Is there anything else that is special?

ADDITIONAL CLERK OF CLASS 2.

Mr. SCOFIELD. There is a place there where an additional \$1,400 man is asked for. I made a request for that myself for this reason: Under the Executive order to cut down the expenses of printing and binding there was an advisory committee on printing and binding appointed for every Department. I am the chairman of that committee in the War Department, and it requires a very careful scrutiny under that order of all the printing and binding to cut it down, and we are doing it very effectively. We had already inaugurated measures for that purpose several years before we got the Executive order; but there are certain specific requirements in that order as to all printing and all binding whereby when a requisition comes to me, for instance, for printing, I have to examine it very closely. That man whom I speak of is a clerk of class 2, at \$1,400, now in the Ordnance office. I asked General Crozier about him, and told him that I wanted to have that man transferred from the Ordnance office, and I asked him if he could spare the man. General Crozier said, "He is a valuable man in my office. If it is a promotion, I will not stand in his way." I said, "I am going to ask for only the same salary that he gets now." He said, "Then I do not think I can let him go." His services would justify a salary of \$2,000. I think it would save as much as \$2,000 a year.

CHIEF CARPENTER.

Then there is the chief carpenter.

Mr. LITTAUER. He is the man who takes care of your cabinet stuff?

Mr. SCOFIELD. Yes; he is a cabinetmaker.

Mr. LITTAUER. The chief carpenter over at the Library of Congress gets only \$900, and he makes those fine cases.

Mr. SCOFIELD. In the Treasury they have one foreman of the cabinet shop at \$1,500, eleven cabinetmakers at \$1,000 each, one carpenter at \$1,000, and one carpenter's helper at \$660. In the Post-Office Department they have one carpenter at \$1,200, and one assistant carpenter at \$900 in the office of the Second Assistant Postmaster-General. This is a very excellent man, and if the committee sees its way clear, I hope it will do this.

TWO CLERKS AT \$900 EACH.

Then there is another thing. We have two \$720 clerkships left from the Spanish war period. During that period we put on many temporary clerks at that salary. We have got them reduced now until there are only two left in the Secretary's office and one in the Quartermaster-General's office. I have endeavored for months to get, through the civil service, a competent clerk at \$720, and can not do it. I am asking that these two places be made \$900 places.

Mr. LITTAUER. What would those two individuals have to do particularly?

Mr. SCOFIELD. They would be stenographers.

Mr. LITTAUER. Clerks that are stenographers?

Mr. SCOFIELD. Yes. We find in the experience of the Department that men who have fitted themselves to be stenographers are, generally speaking, qualified for all around clerical work; not that the stenography is a prerequisite for that, but in these days when a man goes to the trouble to learn stenography he generally picks up a lot of information and has good stuff in him.

Mr. BINGHAM. He is a more efficient clerk for your general work, because he includes that ability?

Mr. SCOFIELD. That is our experience.

BUREAU LIBRARIES.

Mr. BINGHAM. How many libraries have you in the War Department?

Mr. SCOFIELD. It is pretty hard to answer that. We have a library in the War Department, the library proper—

Mr. LITTAUER. Have you a librarian for that?

Mr. SCOFIELD. Yes. That is almost purely a technical library.

Mr. BINGHAM. Has not almost every bureau in the Department a library?

Mr. SCOFIELD. Nearly every bureau has a technical collection of books, which you might call a library.

Mr. BINGHAM. About how many of them are there? What is the character of the books in these different bureau libraries?

Mr. SCOFIELD. Nearly every bureau has them. The Keep Commission has made a compilation of them. They sent inquiries to all the Departments, and we reported them. It is easy to get the exact facts if they are desired.

Mr. BINGHAM. Is not the purpose of your messenger service to communicate all around for anything that may be desired in any particular bureau?

Mr. SCOFIELD. Yes.

Mr. BINGHAM. We tried the experiment of wiping out the scattered libraries in the Navy Department some years ago, and we thought we had succeeded. To what extent they are there now I do not know.

Mr. TAWNEY. They have one central library in the Navy Department, and two or three librarians, people employed there. What is the character of the books in these different bureau libraries?

Mr. SCOFIELD. Purely technical. Take the Surgeon-General's for instance. I have noticed in one of his rooms there, in the room of his assistant, a collection of books as large as those, about [indicating cases of books in the room]; and I have glanced over them occasionally, and they are almost all medical works. I do not know how they were acquired.

Mr. TAWNEY. Have you ever examined these libraries to see to what extent miscellaneous literature gets into them?

Mr. SCOFIELD. My impression is strongly that there is no miscellaneous literature in these bureau libraries. The books in those libraries are largely works of reference, and reports, and things of

that kind. I do not think there is any abuse of that kind. The only possible objection I can see is extravagance, perhaps, on account of duplication.

Mr. LITTAUER. Would it not be better, after all, to have one central place where they could look up everything, and where they could have a proper variety of literature?

Mr. SCOFIELD. Perhaps so, but you do not do that here. You might go over to the Library of Congress to get your books; but still you find it necessary, or at least expedient, to keep certain books here for your immediate use.

CONTINGENT EXPENSES—RENT AND REPAIRS.

Mr. LITTAUER. Now, the only other items you have under you are those of the contingent expenses?

Mr. SCOFIELD. Yes.

Mr. LITTAUER. I notice here for repairs of buildings that you want to add to the Bureau of Insular Affairs and drop out those buildings which in their leases do not make it necessary for the owners to make repairs.

Mr. SCOFIELD. They would see it printed and say, "Why don't you do this?" We make a provision that the owners shall do the repairs.

Mr. LITTAUER. If you repeated it here the owner will say, "Why not make the Government do it?" Somebody brought it to our attention that the building known as the War College was to be given over by the War Department and was to go to the State Department.

Mr. SCOFIELD. That is an army appropriation. That is probably in the army appropriation bill. It does not come here.

Mr. LITTAUER. And the rent for the Bureau of Insular Affairs is to be reduced \$600. How is that brought about?

Mr. SCOFIELD. We cut off for storage for old files.

CROWDED QUARTERS.

Mr. LITTAUER. Have you now ample room for all your work?

Mr. SCOFIELD. No, sir. We are terribly crowded. We are badly crowded there, in the War Department.

Mr. LITTAUER. Last year you remember the considerable changes that were made after the disclosure of the facts in connection with the Quartermaster-General's office?

Mr. SCOFIELD. Yes.

Mr. LITTAUER. How has it worked out?

Mr. SCOFIELD. Do you mean did they comply with your requirements.

Mr. LITTAUER. I take it for granted they did.

Mr. SCOFIELD. Yes, of course.

Mr. LITTAUER. Have they not a superabundant force from the specifications made last year in the office here?

Mr. SCOFIELD. Oh, no.

OVERTIME WORK (AGAIN).

Mr. LITTAUER. Is there any overtime work in that Bureau?

Mr. SCOFIELD. Just how much I do not know, but there is overtime.

Mr. LITTAUER. Do they not send to you the records of overtime?

Mr. SCOFIELD. Yes. They keep their own overtime records. I keep the records of overtime only in the Secretary's office. They kept records during the Spanish-American war, but they found it was of no consequence.

Mr. BINGHAM. Is it not a record kept throughout the Department of overtime as the basis of a future claim?

Mr. SCOFIELD. There was such a record kept during the Spanish war, and it was so used, but so far as I know they do not now keep it in the bureaus for that purpose. There is, however, an official record kept of overtime.

Mr. BINGHAM. There came to us claims for overtime work incident to the Spanish war—hundreds of thousands of dollars' worth.

Mr. SCOFIELD. Yes. The overtime record was kept then in accordance with an official order. But no compensation was ever paid by Congress, I am sorry to say.

OFFICE OF THE JUDGE-ADVOCATE-GENERAL.

STATEMENT OF MAJ. J. B. PORTER, ACTING JUDGE-ADVOCATE-GENERAL.

CHIEF CLERK AND SOLICITOR.

Mr. LITTAUER. There is only one change you recommend here, and that is you add to the duties of the chief clerk the duties of solicitor?

Major PORTER. Yes, and add \$500 to his salary.

Mr. LITTAUER. Yes; that goes with the other, naturally. Is his time not all occupied as chief clerk?

Major PORTER. His duties are not only those of chief clerk, but he is one of three of us who have a lot of law work on our hands. He has to be a competent lawyer. He does the work of a solicitor. He examines all the bonds and contracts of the War Department which are submitted to our Office, and aids in such other law work as the pressure of business in the Office may require. He has got to be a trained lawyer, and we must depend on him absolutely. He is doing that work over and above that of chief clerk.

Mr. TAWNEY. How many solicitors have you?

Major PORTER. None.

Mr. TAWNEY. Have you not one in the Judge-Advocate-General's office?

Major PORTER. No; we have this man, and as an assistant we generally have a young officer whom we are training.

Mr. TAWNEY. Have you not a civil lawyer, appointed from civil life?

Major PORTER. No; it is in the Navy Department where that condition exists. I suppose that is what you are thinking of. Our chief clerk, as a matter of fact, is a very good lawyer and extremely practical. He has to be.

Mr. BINGHAM. The Judge-Advocate-General's force are officers of the Army, assigned to work in the Department, and this recommendation refers simply to the clerical force?

Major PORTER. Yes, sir.

Mr. LITTAUER. How many men have you in the army office?

Major PORTER. Judge-Advocate-General Davis, one judge-advocate, as assistant, and one other officer of the line.

Mr. BURLESON. What position does he hold?

Major PORTER. He is the general utility man. We have, roughly, 480 court-martial records per month, which must be carefully examined and prepared for filing. This junior officer we put in there, and we use him with the idea that he would have the office training and preparation should it become necessary to use him under the law providing for the use of acting judge-advocates. His time is taken up almost entirely in looking over these court-martial records, although he is frequently required to assist in the general law work of the office.

Mr. BINGHAM. How many judge-advocates have you?

Major PORTER. Twelve.

Mr. BINGHAM. That includes the Judge-Advocate-General?

Major PORTER. Yes. We have felt for several years that our chief clerk was really doing work which would warrant his being paid more than an ordinary chief clerk.

SIGNAL OFFICE.

STATEMENT OF GEN. JAMES ALLEN, CHIEF SIGNAL OFFICER.

Mr. LITTAUER. What you want is very little?

General ALLEN. Very little.

CLERK OF CLASS 3.

Mr. LITTAUER. You want an extra clerk. At least you want a promotion of a clerk?

General ALLEN. We want a change. We want to change an \$840 man to a \$1,600 man. We have no \$1,600 man.

Mr. LITTAUER. What is the real reason for the recommendation?

General ALLEN. We will get a better clerk. You know we can not get much of a clerk for \$840. It makes the system a little better. There is no promotion for anybody above \$1,400. It is just to get a better clerk and make the system uniform.

Mr. BURLESON. You could make the system uniform by reducing one of those clerks of class 4 to class 3.

General ALLEN. You don't know how difficult it is for us to get competent help. Clerks go from one Department to the other on the offer of higher salaries.

Mr. BURLESON. You will not have that trouble now. We have prohibited that practice.

EXPENDITURES FOR FIRE CONTROL.

General ALLEN. The committee limited the amount we could expend for fire control to \$25,000. It is almost enough, but we would like to have \$5,000 more. If we want to bring some men over from New York we can not bring them as it is now.

Mr. LITTAUER. You claim that the sum of \$25,000 which you can expend in Washington, which is appropriated out of the fortification bill, is not quite sufficient?

General ALLEN. No; it is not quite sufficient. We would rather have it fixed at \$30,000. There are two or three men we would like to bring here, but we can not because we are just up to the limit.

Mr. LITTAUER. Is that fire control progressing?

General ALLEN. Yes, sir; it is progressing very well indeed. It is a beautiful system.

Mr. LITTAUER. You are satisfied with it?

General ALLEN. Yes, sir. It is going along very well. We do just as much as the amount of money appropriated will permit.

Mr. LITTAUER. Have you consulted the Secretary of War about this increase?

General ALLEN. No, sir.

Mr. LITTAUER. You know, then, it is against the law for you to ask it.

Mr. BURLESON. It is a supplementary estimate?

General ALLEN. It is not any change in the amount of money.

Mr. LITTAUER. At any rate, that is your recommendation?

General ALLEN. Yes. Shall I have the Secretary advise you about that?

Mr. LITTAUER. No. He has no right under the law to do so. No supplementary estimate can be made except as to new legislation.

OFFICE OF THE PAYMASTER-GENERAL.

STATEMENT OF GEN. CULVER C. SNIFFEN, PAYMASTER-GENERAL OF THE ARMY.

INCREASE OF FORCE.

Mr. LITTAUER. We will turn to page 161. General, your increase of force is asked for specially because to the regular accounts rendered by the officers of the Pay Corps there has been an addition of fifteen special disbursing agents?

General SNIFFEN. Yes, sir; that is one reason.

Mr. LITTAUER. What particular work do these disbursing agents do?

General SNIFFEN. There are three or four of them in Alaska who pay the troops, because they would be out of reach of the regular disbursing officer during the closed season. We have to make a special disbursing agency, and give them considerable money, making them render accounts monthly, or as regularly as they can, but they don't come to the office until three or four months afterwards.

Mr. LITTAUER. What is the difference between a special and an ordinary disbursing agent?

General SNIFFEN. We have commissioned paymasters and detailed paymasters, making up 52 disbursing officers of the Pay Department proper.

Mr. LITTAUER. The Army itself is not increased?

General SNIFFEN. No; but the work is not lessened by the decrease. There is the same number of commissioned force, same number of officers, and the same number of rolls to make out.

Mr. LITTAUER. Are you able at present to keep your work up?

General SNIFFEN. No; because you took 11 clerks away from us two years ago. We want 8 in lieu of the 11 that you took away; that is why we ask the increase. I will give you the reasons why the work is increasing: Prior to the Spanish-American war 20 clerks in the Paymaster-General's office did the required work for about 27,000 officers and men. The deposits from savings of enlisted men were a little over half a million dollars, and the expert examination of paymasters' accounts was comparatively limited.

At the present time, with an army almost three times as large (and at the discretion of the President may be increased to its maximum of 100,000 enlisted men) but 50 clerks are allowed. The law requires an examination and analysis of disbursements, and examiners must be thoroughly acquainted with laws, regulations, and Comptrollers' decisions. The law also requires that the accounts of 67 disbursing officers shall be out of the hands of the examining division and in those of the Auditor for the War Department within sixty days from receipt.

The deposits of enlisted men now exceed a million and a half annually.

Mr. BURLESON. What character of deposits?

General SNIFFEN. The enlisted men deposit their savings and we give them 4 per cent interest until they are discharged. That amounts to about a million and a half a year.

Mr. LITTAUER. You say that the Army has increased three times?

General SNIFFEN. It is three times larger than before the Spanish-American war.

Mr. LITTAUER. And the deposits three times?

General SNIFFEN. Yes, sir.

Mr. LITTAUER. Still you got along then with 20 clerks and now you want 58.

General SNIFFEN. Well, I will tell you why; I am not through. The Pay Department is growing more and more to be a debt-collecting agency for the Quartermaster, Commissary and Ordnance Departments, and post exchanges, as well as for itself, and army paymaster's collections have consequently swollen to over \$800,000 annually, while the soldiers' allotments of portions of monthly pay collected monthly from the soldier and paid over monthly to more than 3,000 allottees, scattered all over the United States, amounts to more than \$400,000 annually, involving a disproportionately large correspondence with dependent relatives and requires most careful disbursement with great accuracy in bookkeeping.

We need this increase of 8 clerks not only because the work demanded of the office is out of all proportion to the present force, Congress two years ago having seen fit to cut off from detail in the office 11 of the 16 paymasters' clerks assigned to duty in it to meet the demands of the service, but because by a more prompt and exhaustive examination and analysis of the thirty-odd millions disbursed, the interests of the Government will be better safeguarded. Besides, clerks who have been obliged to remain in one grade from between ten and thirty-four years ought to have a little better chance for recognition of service.

To sum up and state our need most impressively, I will say that we need 8 clerks to replace the 11 paymaster clerks you took from us two years ago.

Mr. LITTAUER. You say that the law requires you to transfer these accounts within sixty days?

General SNIFFEN. Yes, sir.

Mr. LITTAUER. Do you do so?

General SNIFFEN. We do, by overwork.

Mr. LITTAUER. Do you require that overwork in your department?

General SNIFFEN. Yes; we tell them to stay when the work is to be done.

Mr. LITTAUER. How often do they have to stay?

General SNIFFEN. I can not tell, because I only came into the office on the 15th of September, but I have had experience of five years as assistant to the Paymaster-General of the Army.

Mr. BURLESON. How long do they have to stay when they do stay?

General SNIFFEN. Until they catch up as far as they can.

Mr. BURLESON. That is indefinite. Do they stay all night?

General SNIFFEN. Certainly not; about two hours.

Mr. LITTAUER. Are your men competent? Have you a good force, or have you a lot of dead timber?

General SNIFFEN. Yes; they are splendid workers, every one of them. I brought up here, for example, the analysis of one paymaster's accounts for one month. If you want to go into that you can see how long it takes to analyze a paymaster's account under the law. There are nothing but headings all over the top, every one to be charged to each account.

Mr. BINGHAM. General Sniffen, I see that your increase is almost 20 per cent. Do you anticipate for the next fiscal year a larger discharge of troops, regular troops, with settlements of account?

General SNIFFEN. The Army changes every three years.

Mr. BINGHAM. There is no general change in your present Army under the law. You are running on what is called the minimum basis. Do you anticipate a larger or an unusual body of discharged troops, thereby increasing the settlements in your office?

General SNIFFEN. We may anticipate that every third year, because one-third goes out every third year.

Mr. LITTAUER. It is about the same each year; one-third of the Army come and go?

General SNIFFEN. Yes, sir.

Mr. BINGHAM. Are you embarrassed this year thus far in the allowances to your office in connection with the work?

General SNIFFEN. As to the clerical assistance?

Mr. BINGHAM. Yes.

General SNIFFEN. Yes, sir.

REPORTS UNDER MILITARY LAW.

Mr. BINGHAM. How about the reports under the militia law; how often are they made to your office—every three months?

General SNIFFEN. After the encampment of course they have to render accounts. They have the encampments once a year.

Mr. BINGHAM. You know of no increase or proposed increase in the militia?

General SNIFFEN. No, sir.

Mr. BINGHAM. The statute allows so much annually in accordance with the number of troops in the State?

General SNIFFEN. Yes, sir.

Mr. BINGHAM. You anticipate no increase there?

General SNIFFEN. I am not in a position to answer that question; I don't know. It depends upon what States may accept the Government's invitation to participate.

OVERTIME WORK.

Mr. BINGHAM. I think in making up your estimates, when you asked for a 20 per cent increase, you had in mind a well-defined warrant for that increase, because 20 per cent means more work.

General SNIFFEN. It represents but 8 men, while Congress took 11 away from us, and we have been under embarrassments ever since for the last two years.

Mr. BINGHAM. Do you consider that your work has increased?

General SNIFFEN. It certainly has increased; it is increasing all the time. New laws are being enacted. The provision in the act of June 12 last year, for instance, has increased the work so that it will take an examiner two weeks to examine an account of a paymaster because of the new conditions. That has set the office back at least three weeks.

Mr. BURLESON. How frequently do your men have to remain overtime in the office?

General SNIFFEN. I can not tell.

Mr. MURRAY. The men are working overtime nearly every day somewhere in the office; not the entire force, but somewhere in the office?

General SNIFFEN. It depends upon which division is crowded with work.

Mr. BURLESON. That is the best answer you can give?

General SNIFFEN. Yes, sir.

Mr. LITTAUER. Is there any record kept of the overtime in the War Department?

General SNIFFEN. I don't think so.

Mr. LITTAUER. Do you think on an average three clerks have to remain overtime every day?

Mr. MURRAY. Taking the year through I should say yes, certainly.

Mr. LITTAUER. Do you mean that it would be five? We want to get some little idea of the number if you can convey it to us.

Mr. BURLESON. Wouldn't it be better to let him go over another year until he can give more definite information about it?

General SNIFFEN. When the chief clerk finds one office in arrears he tells that division to stay there at night until the work is finished up. We do not keep any record of that, because we did not expect to be asked that question.

Mr. BINGHAM. You do not pay any extra for that?

General SNIFFEN. No, sir.

Mr. LITTAUER. You have the impression that some clerks remain there every night?

General SNIFFEN. I would not say every night, no; that would depend on the state of the work.

Mr. LITTAUER. Mr. Murray, what position do you occupy?

Mr. MURRAY. Chief of the finance division. In my division if there is work behind I simply say to the clerk to remain until it is completed.

Mr. LITTAUER. In your own division how often does that happen?

Mr. MURRAY. It will average one man every night.

Mr. LITTAUER. That would be about two hours?

Mr. MURRAY. Two to four hours. Sometimes he comes back and works Sunday if it is necessary.

Mr. LITTAUER. So in your division if you had the services of a clerk half of the time you would get along about current—that is, two to four hours' work a day?

Mr. MURRAY. About that.

Mr. LITTAUER. How many divisions are there in the office?

Mr. MURRAY. There are three divisions and one subdivision.

General SNIFFEN. There is the finance division, which sees that the money that goes out is properly accounted for and that the accounts are properly disbursed. Then there is the record division and the correspondence and examining division.

DETAILS.

Mr. TAWNEY. You spoke a moment ago of our having taken 11 men from you last year. What do you mean by that?

General SNIFFEN. I mean that we had 16 paymasters' clerks detailed for duty in the Paymaster-General's office, and a provision was put in the appropriation bill allowing us only 5 for such purpose.

Mr. TAWNEY. I don't think that we found that out.

Mr. LITTAUER. And there were 8 of them separated from the Department through that legislation.

General SNIFFEN. Eleven of them were separated; and the Military Committee and you, I suppose, allowed us to retain 5 paymasters' clerks. We had 16 paymasters' clerks helping out on the examination of accounts, and you took 11 from us, leaving us 5. Now we want 8 in lieu of that.

Mr. LITTAUER. It would seem to me that if we did take away eleven that you had an overabundance of men.

General SNIFFEN. It depends on how you drive the men.

Mr. LITTAUER. Are your men overworked?

General SNIFFEN. I consider them so at present.

Mr. BINGHAM. Are paymasters' accounts rendered every three months?

General SNIFFEN. No; every month.

Mr. BINGHAM. How many paymasters are there?

General SNIFFEN. Fifty-two disbursing officers and ten or twelve special disbursing officers.

Mr. BURLESON. Do you know whether any of these clerks have separated themselves from the service because of overwork in the last two years?

General SNIFFEN. I can give you the names of three clerks who have separated themselves from the Pay Department because they did not get money enough and could do better outside.

Mr. BURLESON. Because they did not get money enough?

General SNIFFEN. Because they could do better outside with their ability.

Mr. LITTAUER. You have five paymasters' clerks in the office?

General SNIFFEN. Yes, sir.

Mr. LITTAUER. They are receiving salaries of \$1,800 to \$1,500. What character of work do they do?

General SNIFFEN. Examining the accounts.

Mr. LITTAUER. Are they as efficient as the other clerks in the office receiving similar compensation and doing similar work? It has been intimated that there were paymasters' clerks who had become too old,

or something like that, and were not able to go into the field, and consequently were brought into the office at Washington.

General SNIFFEN. That is not the reason they were brought into the office in Washington. Paymasters' clerks who have served on the plains fifteen or twenty or thirty years have done work that entitles them to be housed up a little while while the new appointees should go out into the field. They are not incompetent; they are competent men and expert in their business. These men get \$1,800 because they have been in the service twenty-five or thirty years. You gave us a law giving paymasters' clerks an increase of pay for each five years up to fifteen years; but these men have been in the service twenty-five to thirty years, and are the very best examiners that we have.

Mr. BURLESON. But they can not do as much work as the younger men; they do not work as rapidly.

General SNIFFEN. They have the ability; they know how to get out the work quicker than the younger men. It takes technical knowledge in our department.

OFFICE OF THE CHIEF OF ENGINEERS.

STATEMENT OF BRIG. GEN. ALEXANDER MACKENZIE, CHIEF OF ENGINEERS, U. S. ARMY.

Mr. LITTAUER. General, we made last year a change in the clerical force or the executive force of the office of Chief of Engineers. How does that work?

General MACKENZIE. It has worked out very well.

Mr. LITTAUER. In other words, this year you had to reduce the compensation of two clerks from \$1,900 to \$1,800.

General MACKENZIE. Yes.

Mr. LITTAUER. And from your recommendations I notice that these two clerks be placed back to \$1,900, though the estimate does not seem to call for it.

General MACKENZIE. We considered under the law that we had to submit the estimate just as it was last year; that was our understanding—that in the estimate we could not make the change.

Mr. LITTAUER. You could not recommend an increase of salary?

General MACKENZIE. That was our understanding.

Mr. TAWNEY. Who gave you that understanding—your law department?

General MACKENZIE. No, sir; I think just from the law with regard to the presentation of estimates. That was our interpretation.

Mr. LITTAUER. I think it is contrary to our intention and contrary to the expectation of the Departments generally. Consequently, then, the recommendations that you make are contained in your notes and in the estimates.

General MACKENZIE. Yes.

Mr. TAWNEY. Do you refer to the old statute or the statute passed at the last session?

General MACKENZIE. The statute in the legislative bill last year.

PROPOSED REORGANIZATION OF ROLL.

Mr. LITTAUER. In the first place, your recommendation is that of your eight clerks of class 4 two of them be paid \$1,900 and one of them be dropped and be paid out of the lump sum given for draftsmen and engineering work.

General MACKENZIE. It would put the roll simply in this form:

1 chief clerk, at \$2,000.....	\$2,000
2 chiefs of division, at \$2,000.....	4,000
2 chiefs of division, at \$1,900.....	3,800
5 clerks of class 4, at \$1,800.....	9,000
11 clerks of class 3, at \$1,600.....	17,600
12 clerks of class 2, at \$1,400.....	16,800
15 clerks of class 1, at \$1,200.....	18,000
9 clerks, at \$1,000.....	9,000
11 clerks, at \$900.....	9,900
6 messengers, at \$840.....	5,040
3 assistant messengers, at \$720.....	2,160
2 laborers, at \$660.....	1,320
	<hr/>
	98,620
Additional amount.....	12,000
	<hr/>
	110,620
	110,220
	<hr/>
Increase.....	400

Mr. LITTAUER. Your recommendation, then, is that the roll be placed in that form?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. Of course our action was largely based upon the fact that there is no \$1,900 class of clerks, and your argument was that these men were very efficient men, had been receiving it, and that it was against good policy to reduce them.

General MACKENZIE. They are really chiefs of divisions.

Mr. LITTAUER. But you have two chiefs of divisions.

General MACKENZIE. Oh, we have other divisions.

Mr. BINGHAM. Are they chiefs of divisions now, General?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. How many men are working in each one of them?

General MACKENZIE. Probably 20 men.

Mr. LITTAUER. Do they oversee the work of 20 men?

General MACKENZIE. Each one of them will. Of course they are two of our most efficient employees.

Mr. BURLESON. Why not call them assistant chiefs of division and allow them \$1,900?

General MACKENZIE. That would be perfectly agreeable. These men are overseeing a number of men receiving \$1,800. There is one in charge of the accounting division, which involves an expenditure of about \$30,000,000 a year. If there is a difficulty in the matter of titles I would suggest another form—dropping them off of this list and adding a little to the \$10,000.

Mr. LITTAUER. That is just the opposite of what we would do. They are not assistant chiefs of division; they are chiefs of division.

General MACKENZIE. Virtually that.

Mr. LITTAUER. Do they do as much work as the other chiefs of division do receiving \$2,000?

General MACKENZIE. They do as much work, but perhaps the other is a little higher grade of work. The \$2,000 man is Mr. Koonce, who is known to everybody that comes to our office in connection with river and harbor work, and the other is in connection with the fortification work. Their work is of a legal character. Then there is

one in charge of the record division and one in charge of the accounts division.

Mr. LITTAUER. In other words, they are in charge of your book-keeping work?

General MACKENZIE. Yes, sir; and that work is very large. Our accounts division is a very large and important one. We are spending \$30,000,000 a year under seven or eight different heads of appropriations.

Mr. BRICK. Of the other two, how many men do they have under them?

General MACKENZIE. Not such a large number of men, perhaps 6 or 7 men only, but they are a different class of men. They are correspondence men and attend to matters of that kind.

Mr. BRICK. You think there is a difference, then, between these two who are chiefs of divisions and the other two?

General MACKENZIE. We did so grade them in our own minds in the work. We feel that we would be very glad to pay them \$2,000.

Mr. BRICK. That would mean an increase of the other two some time later. They would think their work more important, would they not?

General MACKENZIE. Yes.

Mr. BURLESON. I would call them two chiefs, one at \$2,000 and one at \$1,900. I would not increase them merely in order to harmonize them with others.

SERVICES OF SKILLED DRAFTSMEN, ETC.

Mr. LITTAUER. Will your \$10,000 increase of the sum for skilled services carry you well through?

General MACKENZIE. If this other recommendation is carried out that increase should be \$12,000 instead of \$10,000, by transferring that clerk, who is really a clerk and draftsman. Our roll this last year has been about \$9,600.

Mr. LITTAUER. So that you are running pretty close?

General MACKENZIE. Yes.

Mr. LITTAUER. Your work is pretty continuous?

General MACKENZIE. Yes; it is close in this way: We have sometimes to call in outside employees in connection with the electrical work, or something of that kind.

Mr. LITTAUER. That is more economical than it would be to keep a man there all the while?

General MACKENZIE. Oh, certainly it is. Of course my own thought was that the old form we had before was a little more economical than this; that is, when we had a temporary roll and a permanent roll it would be easier perhaps to drop a man out of the temporary roll than out of the permanent roll.

Mr. LITTAUER. You used up your appropriation?

General MACKENZIE. Yes; we used it up. The work in the office is very, very heavy. We will have, for instance, probably what we will call 80,000 "cases" passing through the office in a year. Some of those cases may be very important matters.

OVERTIME WORK.

Mr. LITTAUER. Do your clerks ever have to work overtime?

General MACKENZIE. Yes, they do; some of them voluntarily stay there to get the work done. We make a report each month to the Secretary of War of all overtime work. It would amount perhaps to the full time of three or four men. The clerks never complain. They are always perfectly willing to stay there until their work is done.

Mr. BINGHAM. General, I want to ask you a question. As I understand, these two promotions which you want to make involve an increase in compensation of \$100 each. They are heads of divisions now?

General MACKENZIE. Yes.

Mr. BINGHAM. You have how many heads of divisions?

Mr. MACKENZIE. We have four.

Mr. BINGHAM. Will this be a forerunner of something coming a little later on, to establish a new standard for heads of divisions?

General MACKENZIE. This is a restoration, General. They had it before and it was dropped out.

Mr. BINGHAM. I see that in his note.

Mr. TAWNEY. You say that the principal reason is that there are men working under these men receiving the same compensation they receive themselves?

General MACKENZIE. Yes; that was why we made the distinction between them and the others originally.

FRIDAY, *November 30, 1906.*

PUBLIC BUILDINGS AND GROUNDS.

STATEMENT OF COL. CHARLES S. BROMWELL, SUPERINTENDENT.

LANDSCAPE GARDENER.

Mr. LITTAUER. Colonel Bromwell, on page 169 of our bill I see your first recommendation is an increase for your landscape gardener of \$400.

Colonel BROMWELL. Yes, sir.

Mr. LITTAUER. How long has he been in your employ?

Colonel BROMWELL. I brought down his record. The first entry of his service was in July, 1871, thirty-five years ago.

Mr. LITTAUER. What did he receive then?

Colonel BROMWELL. He was foreman at \$1,150. Then in 1872 he was promoted to the position of landscape gardener at a salary of \$1,800. In 1877 the title was again changed to public gardener at the same rate of pay. In 1878 the rate of pay was reduced to \$1,600. In 1885 it was brought back to \$1,800. In 1889 was raised to \$2,000.

Mr. Brown has been in the service thirty-six years, and he is one of the best-informed men in the country in that particular line of work.

Mr. LITTAUER. What is his duty as landscape gardener; a general gardener, is he not?

Colonel BROMWELL. He has charge of the horticultural work in the Department, and he has charge of some thirty-two or thirty-three greenhouses, with a great variety of plants.

Mr. LITTAUER. So the word "landscape" is a misnomer?

Colonel BROMWELL. Not altogether. I rely upon him to assist in laying out the parks, or new work in the parks—the planting.

Mr. LITTAUER. But his greater work is in charge of the horticulture—the development of plants?

Colonel BROMWELL. About half and half. When we have new work I call upon him for improvements in the new grounds.

Mr. LITTAUER. What do similar men having similar employment receive outside?

Colonel BROMWELL. I can only tell from what he tells me. He has frequently received offers from outside parties at double the pay he receives. He has refused \$3,500 several times. He states that he has been so long with the Department that he is anxious to finish up. He is a very old man—that is, 65 or 66 years old.

Mr. LITTAUER. Is he an efficient man?

Colonel BROMWELL. Very efficient.

Mr. LITTAUER. Active?

Colonel BROMWELL. Yes, sir.

WATCH FORCE, PARK POLICE, ETC.

Mr. LITTAUER. Now, upon the subject of watchmen, or policemen, or whatever you may call them—the name is a rather broad one, according to your estimate, so perhaps you had better make a general statement of what your estimates mean.

Colonel BROMWELL. Speaking about Mr. Brown, I made that recommendation because I think he deserves the extra pay; and it is also a recognition of very efficient services for thirty-five years. He has been perfectly devoted to his work and has refused outside offers, preferring to stay with us.

In regard to the other matter, heretofore I have been allowed twenty-one regular day watchmen and ten night watchmen. Last year you gave me one day and one night watchman for additional work, so that makes the watchmen that are now authorized.

Mr. LITTAUER. First, as to compensation; they have uniform compensation?

Colonel BROMWELL. Yes, sir; of \$720 a year. Last year the Metropolitan police were organized—

Mr. LITTAUER (interrupting). We are quite aware of that, but we had no control over that.

Colonel BROMWELL. I know. They were reorganized on the basis of service in three grades, the first class provides for service less than three years, the second-class service of over three years and less than five, and the third-class service of over five years. Now, I have recommended that the pay of these watchmen be increased according to the same general plan.

Mr. LITTAUER. Now, these men are watchmen; their services as policemen are secondary. Why should you divide them up into classes?

Colonel BROMWELL. Simply because a person who has served over five years—some of the men have served over twenty-five or thirty years, and it does not seem to be exactly fair—

Mr. LITTAUER. It is the kind of labor that is fairly ordinary, is it not?

Colonel BROMWELL. No, sir; they require special qualifications.

Mr. LITTAUER. What, outside of good health and fairly good judgment?

Colonel BROMWELL. That is something, fairly good judgment and tact. Their duties as policemen have been overlooked. They make something like, I think, 2,000 arrests every year. They are called upon to arrest anybody in the parks, dangerous or suspicious characters, and I think the record of arrests by park policemen who have been turned over to the District is something like 2,000. They are liable to be called upon to arrest just as dangerous and vicious characters as the Metropolitan police are.

Mr. BINGHAM. Speaking of classes, are the privates of your District police force divided into classes?

Colonel BROMWELL. Yes, sir.

Mr. BINGHAM. Classified into three classes?

Colonel BROMWELL. Yes; that bill was passed last year.

Mr. BINGHAM. And they are compensated accordingly?

Colonel BROMWELL. Yes; at different rates of pay.

Mr. BINGHAM. Based upon length of service?

Colonel BROMWELL. Yes, sir.

Now, I realize that our park policemen are not called upon to do as dangerous work, they are not liable to be called out as reserves with the District police, and therefore I do not recommend the same rate of pay. I make their rate of pay about five-sixths of what the District pay their police. In other words, in the District they pay their first-class policemen \$900, and I recommend for them \$780. They pay their second-class privates \$1,080, and I recommend \$900. They pay their third-class men \$1,200, and I recommend \$1,000. In other words, I recommend about 83 per cent, or about five-sixths the rate of pay, that was given to the District police, because their duties are not so dangerous, they are not liable to be at any time called upon as reserves. Still I think the work they do and the length of service entitles them to some higher compensation. They have been getting \$60 a month for a good many years, and there is no prospect of promotion. Some of the men have served twenty-five years, and they are all carefully selected men. The Civil Service Commission approved the recommendation of Colonel Bingham that they should be selected from noncommissioned officers who had served in the Army and who had been discharged with an honorable discharge, so that they are all carefully selected men, who have served as soldiers, and all of them noncommissioned officers for some years. I think they insist upon three years now and length of service of at least nine years in the Army.

Mr. BINGHAM. Do you not make a less compensation for the night police force than the day, or do their duties interchange?

Colonel BROMWELL. No, sir.

Mr. BINGHAM. Do you have a definite night force?

Colonel BROMWELL. Yes, sir.

Mr. BINGHAM. Why do you make their compensation less?

Colonel BROMWELL. I do not.

Mr. BINGHAM. The same?

Colonel BROMWELL. Yes, sir.

Mr. BINGHAM. Do you not make them the lowest or the least-paid class?

Colonel BROMWELL. No, it depends upon the length of service. Those who have served less than three years are called first class, and I recommend \$780 a year. They now get \$720; that is whether they are day or night watchmen. After they have served three years, and with a service of less than five years, I recommend that they receive \$900, or \$75 a month, and after they have served over five years then I recommend that they be paid \$1,000 a year.

Mr. BINGHAM. In other words, they have what you might call a service promotion?

Colonel BROMWELL. Yes, sir.

Mr. BINGHAM. Does your watchmen or your police force receive any fees for arrests?

Colonel BROMWELL. No, sir.

Mr. BINGHAM. Does that obtain with the police force of the city?

Colonel BROMWELL. Yes, sir.

Mr. BINGHAM. Does that amount to anything?

Colonel BROMWELL. It amounts to quite a good deal. I do not mean to say that the policemen themselves receive fees, but a certain portion of all the funds are put into what they call the police fund, which is used for the benefit of the police retirement fund and for furnishing part of their equipment.

Mr. BINGHAM. And your force does not receive those benefits?

Colonel BROMWELL. Not at all. Not only that, but what fees accrue from the arrests are turned into the Metropolitan police fund, and we get no benefits at all from that. That question has come up every year and we have recommended that some provision be made by means of which they might benefit by the fees that they receive. But I don't know that that is entirely practicable. I should think that if they got a reasonable increase in their pay, and possibility of a further increase for length of service, that would answer every requirement.

Mr. LITTAUER. Do you know the difference in the compensation between what are called park policemen in other cities and the regular police force in such cities?

Colonel BROMWELL. No, sir; I do not.

Mr. BURLESON. You recommend an increase in the force on page 172?

Mr. LITTAUER. Yes; there you have one night policeman additional in a new part of the Potomac Park. I suppose that is the extension?

Colonel BROMWELL. Yes; that is the extension completed this year.

Mr. LITTAUER. How about the other four policemen that you want for Stanton and Lincoln parks, and so forth?

Colonel BROMWELL. Those are four night policemen that I think are needed.

Mr. LITTAUER. What is the necessity?

Colonel BROMWELL. The necessity is that those parks are not patrolled efficiently.

Mr. LITTAUER. Lafayette Park is not, and McPherson Park is not?

Colonel BROMWELL. We have no night watchmen.

Mr. LITTAUER. Is there any necessity for night watchmen in such parks?

Colonel BROMWELL. Yes, sir; there is.

Mr. LITTAUER. For general orderly conduct, or protection?

Colonel BROMWELL. No; it is not that; but in the summer time the people congregate there a good deal, it being a breathing place for them, and the children and half-grown-up men roam around and make a lot of noise and are generally disorderly.

Mr. LITTAUER. Does any real harm come from that?

Colonel BROMWELL. Not at all, excepting that it annoys the people in that vicinity. I have had a great deal of trouble in regard to Iowa Circle. The colored population congregates in Iowa Circle, young girls and boys from 12 to 15 years of age raising Cain there, and I have had many requests from people to take out all of the seats so that they could not sit down and have also had requests to run them out. If we have a night watchman there, a watchman who can serve at night, he would keep those people quiet.

Mr. BURLESON. If you take out the seats they will go to Dupont Circle?

Colonel BROMWELL. I did take the seats out, and they are going to Dupont Circle. I received a protest signed by every property holder within two blocks of Iowa Circle to take the seats out, and I did it.

Mr. LITTAUER. Now you want to replace the seats and see that orderly conduct is maintained and that no person's liberties or rights are interfered with?

Colonel BROMWELL. Yes, sir. The trouble is that they serve only eight hours, and it is a question how to arrange their service.

Mr. BURLESON. Can you arrange it to give them so much per month and so much for extra service?

Mr. LITTAUER. The necessity for this service in the parks would end somewhere between 10 o'clock and midnight, would it not?

Colonel BROMWELL. Yes; but then you have to provide for sixteen hours—that is, for a day and a night watchman.

Mr. LITTAUER. You ask for four night watchmen for Stanton and Lincoln parks and 10 adjoining reservations. Will four men be able to properly maintain order in those reservations?

Colonel BROMWELL. I would like to try four men before I ask for more.

Mr. LITTAUER. I think that ends your recommendation.

Colonel BROMWELL. There was one item which I think I recommended and that I believe has been cut out. That was for the purpose of care of bicycles.

Mr. BURLESON. That is a question of law.

Colonel BROMWELL. I simply call attention to the one paragraph in the report. I think that is in accordance with the law. On page 2155 of the report, the third paragraph from the bottom, "For the purchase and repair of bicycles for park policemen." In regard to that I have required the park police in some cases to secure bicycles at their own expense in order that they may be more fully equipped.

Mr. LITTAUER. Why can not you pay for that out of the contingent fund?

Colonel BROMWELL. Because I do not know that it is authorized. I have paid for the repair of the bicycles—that is, I have purchased new tires when it became necessary.

Mr. LITTAUER. It seems to me that that is an incidental expense to the work of the policemen.

Mr. BURLESON. I should think so.

Colonel BROMWELL. There is one other point that I should like to speak about. I ask for so many policemen without specifying the various places. I think that is better, if they can be under my control, because I can designate them from time to time—the appropriation has been made for one policeman at Lafayette Park and one for McPherson Park, and so on, but I have changed them about, and I have asked for so many policemen—thirty policemen—stationed as follows, and so forth. If it is approved in that form next year, I would drop that out and ask for so many policemen. As it is now I have got to follow the law literally, and have one policeman stationed here and one there, and while I do change them from time to time as I need them, I feel that I do not have altogether the authority to do it. If I had so many men, I could assign them and change them from place to place as they are needed and as they are required.

FRIDAY, November 30, 1906.

STATE, WAR, AND NAVY DEPARTMENT BUILDING.

STATEMENT OF LIEUT. JOHN H. POOLE, SUPERINTENDENT.

Mr. BINGHAM. Have you any general statement that you wish to make?

Lieutenant POOLE. I think I have explained fully regarding the changes in my notes. I have with me here the detailed plans for the principal change, and a little more complete statement, which is contained in my report to the three commissioners for the building. I thought perhaps the committee might want to hear that, setting forth the necessity for these changes.

Mr. LITTAUER. Let us take it up in detail first, before we go to the general plan. You have given all the reasons that you care to give in your notes as to the increase of force and compensation?

Lieutenant POOLE. I think it is a decrease of force.

WATCHMEN.

Mr. LITTAUER. A decrease of force? I notice an increase in some places. Take, for instance, the matter of watchmen. I notice you decrease the watchmen from fifty-eight to forty-nine.

Lieutenant POOLE. Yes, sir.

Mr. LITTAUER. What do your notes say in reference to that?

Lieutenant POOLE. I did not make any detailed explanation of that.

Mr. LITTAUER. How do you come to need even forty-nine watchmen?

Lieutenant POOLE. The large number of entrances to the building must all be guarded.

Mr. LITTAUER. Have you three shifts?

Lieutenant POOLE. Yes, sir. I was able to make this reduction by changing the hours of work. Formerly the three shifts worked from 8 o'clock until 4 o'clock, and from 4 o'clock until 12 o'clock, and from 12 o'clock until 8 o'clock. In that way all three shifts had to be of the

same strength, as they were all on duty at times when the building was open and the clerks were coming in and out. I have now changed it so that only two of the shifts are on duty while the building is open for office purposes. The third shift is on duty only when the building is locked up. This force is as low as you can possibly make it.

Mr. LITTAUER. How many men have you on there at night?

Lieutenant POOLE. I figure on 10 men.

Mr. LITTAUER. There is only one entrance open?

Lieutenant POOLE. No; there are four open at night.

Mr. LITTAUER. Do you control the entrances?

Lieutenant POOLE. I would not close them without the authority of the commissioners. I have explained to them that these four entrances are kept open, and it seemed to meet their approval. Each one of those main entrances is guarded by a post of two watchmen.

I would like to say, also, that it is very seldom that all those 10 men would be present for duty at once. Under the civil-service rules they are always allowed a certain amount of annual leave, and the sick leave also cuts down the number that are available.

ADDITIONAL DYNAMO TENDERS.

Mr. LITTAUER. The additional force of dynamo tenders that you estimate for here would not be required unless your new system is inaugurated?

Lieutenant POOLE. No, sir. They are not absolutely required with the machinery I have at present, but I think more satisfactory service would be obtained by making that extra appropriation and dropping off three firemen. Firemen are now used for a great many special positions. That is, they are used as oilers in the dynamo room, one as a roofer, and so on.

FIREMEN.

Mr. LITTAUER. You have reduced the number of firemen to 10?

Lieutenant POOLE. Yes; that is, provided the new plant is put in. Now, I have 13 firerooms to be attended to, and 24 boilers to keep going in order to get about 600 horsepower. Every boiler is designed to burn furnace coal, which you know is a very expensive grade of fuel. Six of the men are for the fireroom and the other four are for the elevator-machinery work.

NEW HEATING AND LIGHTING PLANT.

Mr. LITTAUER. Let us have your new plan.

Lieutenant POOLE. I have had a diagram made, so as to show as simply as possible the contemplated changes [submitting diagram]. This is the subbasement of the building [indicating]. This is the south end [indicating] and this is the north end. I have now 12 steam boilers, aggregating about 571 horsepower, here and here [indicating]. The convection water of the heating system is now heated by hot-water boilers. The elevators are all hydraulic, and I have five separate pumping stations. There is one in the north wing, one in the west wing, two in the east wing, and one in the south wing. The dynamo room is right here [indicating].

Mr. LITTAUER. The steam for the dynamo room is conveyed from what boiler?

Lieutenant POOLE. Usually from No. 5.

Mr. LITTAUER. How far away is that?

Lieutenant POOLE. I should say 100 feet.

Mr. BINGHAM. Was that drafting work done in your office?

Lieutenant POOLE. No, sir; it was not. It was done in the office of the Supervising Architect by a draftsman employed by me. I did not have room in my office for him to work. This is the new plan to put the boilers in one fireroom in the south court, and to locate at this point [indicating] a high-duty pumping plant, and to put here [indicating] exhaust steam heaters that will heat all the hot water for heating the building, joining together all the hot-water piping in the building.

Mr. LITTAUER. Why do you put them so far away?

Lieutenant POOLE. Because I have no other place to put them. That is all solid courtyard [indicating]. I will have to excavate in order to put these boilers in. It would cost a great deal of money to excavate it all. That is a matter of only 75 feet across here [indicating]. That is exhaust steam, and the pipes will be well insulated.

Mr. BURLESON. What are you going to permit this [indicating] to remain for?

Lieutenant POOLE. That is for a reservoir to increase the amount of water in the system. It could be fired up in a case of an emergency if a couple of these heaters went out of commission at once. In that case it could be fired up, but ordinarily it will not be used.

Mr. LITTAUER. What is your estimate of the cost of this installation?

Lieutenant POOLE. One hundred and nine thousand dollars.

Mr. LITTAUER. How much saving will it make?

Lieutenant POOLE. I have reduced the regular appropriation \$28,020. I have hopes of doing better, but this is new work, putting new work onto old, and that is always an uncertain proposition. But I am sure we can save \$28,000, and perhaps more.

Mr. BURLESON. What is to become of all this machinery?

Lieutenant POOLE. We can tear it out and sell it for junk.

Mr. BINGHAM. How do you reach the conclusion of \$109,000 to be expended?

Lieutenant POOLE. I have a detailed estimate here, if you would like to see it. I had an experienced mechanical engineer make me an estimate, and then I went over to New York and took up the question of heating with a large contracting firm that had done considerable of this work for the Government, and got them to make me an outside estimate, and I saw that my estimate included their figures. On the question of the pumps, I wrote to the Laidlaw-Dunn-Gordon pump people and got an estimate on their high-duty triplex pump. On the money that Congress gave me last year—\$3,000—I have been able to get one of these boilers.

Mr. LITTAUER. You have not installed it yet?

Lieutenant POOLE. No, sir.

Mr. BURLESON. What became of the suggestion that the White House, the Treasury building, and the State, War, and Navy building should all be heated by a central plant?

Mr. LITTAUER. I think that still remains in Mr. Green's mind.

Mr. TAWNEY. That is in a report pending before this committee.

Lieutenant POOLE. I have gone over Mr. Green's plan quite thoroughly, and undoubtedly it is a very good scheme; but I do not think that his power plant will be in a position to deliver heat and light to the State, War, and Navy building or any other building within five years. This plant that we contemplate installing in the building will pay for itself in three years, and everything that is going in is of the best and most modern character of appliance. The boilers are large enough for central station work, and should Mr. Green's project become a reality they could be used.

Mr. TAWNEY. What kind of boilers are they?

Lieutenant POOLE. Babcock & Wilcox boilers. They are the best boilers on the market. I have investigated them thoroughly and have been all through their shops.

Mr. LITTAUER. What kind did they buy for the Congressional station here?

Lieutenant POOLE. I do not know.

Mr. TAWNEY. They haven't any.

Lieutenant POOLE. I think the whole thing was wiped out. I do not think they made any awards.

Mr. TAWNEY. They receive bids next month.

Mr. LITTAUER. Do you use soft coal?

Lieutenant POOLE. No, sir. I will use anthracite pea coal.

Mr. LITTAUER. That is because of your inability to control the smoke nuisance otherwise?

Lieutenant POOLE. Yes; and even if I could control the smoke nuisance, the soot, etc., would be objectionable.

Mr. LITTAUER. What is the price of anthracite pea coal here?

Lieutenant POOLE. I called for bids last year to see how much it would be, and it was \$3.78 a ton, delivered in the vaults of the building.

Mr. BINGHAM. What is the price of bituminous?

Lieutenant POOLE. I have never investigated that at all.

Mr. BINGHAM. The use of it is against the regulations?

Lieutenant POOLE. Yes.

Mr. LITTAUER. Is that considered in your economy?

Lieutenant POOLE. Yes, sir.

Mr. LITTAUER. That is the coal saving?

Lieutenant POOLE. Yes. The two large elements of saving are the matter of salaries and coal. I have not endeavored to figure on the saving I can make on oil and waste and a number of other little things.

Mr. LITTAUER. The necessity for the change now you had better dwell on. You have shown already the number of fires you have to take care of and have shown the economy of it. Is this plant in good operating condition to-day?

Lieutenant POOLE. I am still able to operate all the units, but a large number of them have been in service for a great many years and will soon have to be replaced. At any rate replacing them little by little and replacing the isolated units would cost just as much as going ahead and making an entire change, and would not give the saving.

Mr. BINGHAM. After you have started on this arrangement how long would it take to complete it?

Lieutenant POOLE. If the money is made immediately available in the bill I can have the plant in operation for the coming fiscal year.

Mr. BINGHAM. About seven months?

Lieutenant POOLE. Yes, sir.

Mr. LITTAUER. At any rate you have an awfully good argument that you can make this pay for itself in three or four years?

Lieutenant POOLE. Yes, sir.

Mr. LITTAUER. That would be the greatest kind of economy.

Mr. TAWNEY. Do you propose to submit specifications and invite bids?

Lieutenant POOLE. Yes, sir.

Mr. BURLERSON. You say you looked into Green's plan, and that it is very practical, and that it meets with your cordial approval?

Lieutenant POOLE. Yes, sir; that is, for a central heating plant for all buildings, as I understand his plan, west of Seventh street.

Mr. LIVINGSTON. Will not that be more costly than to put them in isolated, as this is?

Lieutenant POOLE. That is a hard question to answer offhand.

Mr. LIVINGSTON. You know what it is in this city to put in piping?

Lieutenant POOLE. Yes, sir. In a case of this sort, where you furnish power only to a building from a central plant, you can not compete with the building itself.

Mr. BURLERSON. On a small scale you are doing exactly what Green suggests?

Lieutenant POOLE. Yes. I am getting practically all my light and power as a by-product, you might say, of the heat. I have got to have the heat anyway. In New York the Trinity Building and the New York Stock Exchange and all of the big modern buildings have their own plants. It is not because they want to run them, but because they can do it more cheaply. Their floor space is valuable, and they have got to haul their coal right through New York City, still they find it to their interest on the whole to do it.

THURSDAY, *November 29, 1906.*

NAVY DEPARTMENT.

OFFICE OF THE SECRETARY.

STATEMENT OF MR. B. F. PETERS, CHIEF CLERK.

Mr. LITTAUER. I notice that you want to make two promotions. There is one clerk of class 4 whom you want to call the appointment clerk and one stenographer whom you want to call chief of the division of correspondence.

Mr. PETERS. Here is the record of these young men. Mr. Littauer [exhibiting].

Mr. LITTAUER. This is their record of appointment and promotion?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. That is not a matter that particularly concerns us. What we want to know is the reasons for the present promotions.

Mr. PETERS. In the first place, when I was made chief clerk of the Navy Department they combined the duties of appointment clerk and chief clerk and I supervised the duties of all, and I have been giving such supervision to the appointment division as I possibly could, but the business has grown immensely in ten years. The classified employees appointed through the Civil Service Commission in 1897 were 1,300 and in 1907 2,600, and the classified mechanics and laborers taken on through the labor boards at navy-yards from 8,000 in 1897 to 22,500 in 1907. The duties of the position of appointment clerk require a familiarity with the rules of the Civil Service Commission and the naval regulations governing appointments at the navy-yards and all the decisions and laws connected therewith, and involves the preparation and writing of from 50 to 100 official letters daily.

Mr. LITTAUER. You have given me here a statement of the record of these two men as far as their compensation goes while in the Navy Department?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Mr. Dunn is the man you design to name as appointment clerk?

Mr. PETERS. No, sir; he is to be the chief of the correspondence division.

Mr. LITTAUER. Then Mr. Curtis is the one?

Mr. PETERS. Yes, sir.

POSSIBILITIES IN GOVERNMENTAL EMPLOYMENT.

Mr. LITTAUER. I would like to have that statement go into the record simply to show the possibilities of a young man who accepts an appointment in the poorest paid of all the Departments of the Government at a very low compensation and having his services properly compensated by progressive salaries.

The statement referred to is as follows:

C. A. Dunn, District of Columbia; born January 15, 1869. June 16, 1885, \$420; February 15, 1886, \$660; May 1, 1887, \$720; August 21, 1888, \$900; July 28, 1889, \$1,000; September 23, 1890, \$1,200; January 9, 1895, \$1,400; January 7, 1898, \$1,600; July 5, 1899, \$1,800—twenty-two years.

F. S. Curtis, Ohio; born October 16, 1869. November 1, 1891, \$720; December 10, 1891, \$1,000; December 1, 1892, \$1,200; December 1, 1896, \$1,400; August 1, 1897, \$1,600; December 13, 1898, \$1,800—sixteen years.

Mr. PETERS. May I say this? Those two men are both stenographers and typewriters. They are both graduates of law, and they are performing duties that nobody could perform without an experience of three or four years.

Mr. LITTAUER. They are fine examples of young men accepting Government employment at a low rate of compensation, making themselves competent while in the Government service, and having their competency recognized by the Department, so that one of them has progressed from \$420 to \$1,800, and you now want to increase his salary to \$2,000, and the other has progressed from \$720 to \$1,800 and is now recommended for \$2,000. This record is a fine sample of what a young man can do. I do not care, for my part, to compare

the record of the Navy Department with other Departments, but we have always recognized that the Navy Department was one in which clerical service was not perhaps as highly paid as in other Departments; at least, that has been your claim for years past.

DETAIL OF NAVAL OFFICERS.

There is a great number of men occupying higher positions in a supervisory capacity in each bureau who are taken from the line of the Navy?

Mr. PETERS. We have no officers in our office.

Mr. LITTAUER. But you have in the technical bureaus?

Mr. PETERS. Yes; in the Bureau of Construction and Repair. Those technical officers graduated at the Navy Academy and at the school in Paris and at the school in Woolwich.

Mr. LITTAUER. What about the Bureau of Navigation?

Mr. PETERS. Captain Potter was here to speak for that Bureau. There is no naval officer connected with our office.

APPOINTMENT CLERK.

Mr. BURLESON. You have had no appointment clerk in the Navy Department heretofore?

Mr. PETERS. I have been occupying that position.

Mr. BURLESON. You have had no appointment clerk in the Navy Department?

Mr. PETERS. Yes, sir; before I was made chief clerk I was appointment clerk at \$2,250 in 1897.

Mr. BURLESON. The Civil Service Commission takes care of appointments made in your Department, as a general rule. What is the necessity of an appointment clerk? How long have you been chief clerk?

Mr. PETERS. Ten years.

Mr. BURLESON. You have been filling the office of chief clerk for ten years and you have had no appointment clerk—nobody filled your place?

Mr. PETERS. No, sir; nobody filled my place.

Mr. BURLESON. It shows that a Department can get along without an appointment clerk?

Mr. PETERS. Let me say this, that during six months of each year it has been necessary for me to work from the time I get there in the morning until from 5.30 up to 10 o'clock at night, and not one day, but day in and day out all during the session of Congress, right square through; and it is absolutely necessary with the number of people under the civil-service rules to have some one person in charge of it, and that will take all his time.

Mr. BURLESON. To do what?

Mr. LITTAUER. In reference to appointments?

Mr. PETERS. The duties of the position require a familiarity with the rules of the Civil Service Commission, the Navy Regulations, the rules governing the employment of labor at navy-yards, the official decisions and the laws connected therewith.

Mr. BURLESON. If you want an official decision all you have to do is to drop a line to the Civil Service Commission?

Mr. PETERS. The Civil Service Commission has direct supervision over about 2,600 people, and this appointment clerk has to take charge of 22,500 employees in the navy-yards and has to be acquainted with all the decisions and regulations. I wrote those regulations and made a great many of the decisions. There are hundreds of questions coming up for decision during a month. There is nobody who can tell you better than General Bingham—he has devoted a great deal of his time to navy-yard matters—that there is a great deal of work connected with the duties of the appointment clerk.

Mr. BURLESON. You have not had an appointment clerk for ten years in the Navy Department?

Mr. PETERS. There has been no person designated as appointment clerk, but there has been a man performing the duties, and I have supervised the duties and he consults me every day concerning some of the cases.

Mr. BURLESON. I am free to admit that I can not see the necessity for an appointment clerk when the Civil Service Commission furnishes the clerks. If there is a vacancy, you write to the Civil Service Commission to fill it?

Mr. PETERS. That is only an infinitesimal part of the work of the appointment clerk; it is simply nothing as compared with the work he has to do.

Mr. LITTAUER. What is the work of an appointment clerk, especially in connection with the employees at the navy-yards who do not come under the jurisdiction of the Civil Service Commission?

Mr. PETERS. The people who have charge of civilian employees at the navy-yards—mechanics and others—have to comply with the regulations that are made by the Navy Department. The heads of the departments are naval officers and are changed every year or eighteen months or two years, with the exception of the constructors, who stay a longer time.

Those people come in graduates of the Naval Academy. They know all about running a ship at sea, but they know nothing about the labor-board rules. They are constantly making changes in the status of the employees which the latter think undesirable or unjust, and if one who thinks he has been wronged happens to be a constituent of General Bingham's, the General will probably send a letter to the Secretary of the Navy. That letter will be referred to the appointment clerk, and he will ascertain the facts, look into the record of the man, and formulate a tentative decision as to the case and present it to the Secretary for his action. That is one case. Then the appointment clerk attends to all the applications that come in from the heads of departments in the navy-yards for increase of pay for civilian employees. He writes the letters in connection with them and presents them of course to the Secretary of the Navy. There are about 22,500 mechanics employed at navy-yards and about 2,600 people in the classified service who come through the Civil Service Commission. The 2,600 alone is more than two or three or four of the Departments in Washington have, and yet their appointment clerks receive \$2,000 or more.

Mr. BURLESON. And that is the reason you are asking for this—because the other Departments are getting it?

Mr. PETERS. No, sir.

Mr. BURLESON. You have gotten along for ten years?

Mr. PETERS. Not because the increased pay recommended was not deserved.

Mr. BURLESON. As a matter of fact, ought not the place in these other Departments to be abolished? Is it not the outgrowth of the old system that has never been eliminated?

Mr. PETERS. My dear sir, no. There was no such thing as an appointment clerk in the Navy Department prior to the civil-service law, but as soon as the civil-service rules were applied to navy-yards and the Departments it was necessary that the business should be done in a systematic way; that records be kept, and that consistent decisions be made, etc.

Mr. BURLESON. I agree, Mr. Peters, that if any Department is entitled to an appointment clerk the Navy Department is entitled to one, but I do not think there is any necessity for one.

Mr. PETERS. You can not run the Department without one. I will guarantee that to comply with the laws and the regulations it will require any man to have three years' experience before he can perform his duties satisfactorily.

TRANSFER OF CLERKS.

Mr. LITTAUER. I would like to refer to the matter of the change that was at least suggested by the testimony that Secretary Bonaparte and yourself gave last year. You dwelt upon the difficulty of retaining clerks in the Navy Department because of the lower compensation paid there than was paid in other Departments and the unequal compensation for doing like work, and in consequence of which we were led to enact the provision of law in reference to transfers. What has been your practical experience? Has there been any benefit to the service?

Mr. PETERS. There has been very little benefit in actual practice.

Mr. LITTAUER. For what reason?

Mr. PETERS. For the reason that we have had practically as many resignations and practically as many declinations in the Navy Department as we had before.

Mr. LITTAUER. The declinations would have nothing to do with the system of transfers, simply because they do not want to accept your offer.

Mr. PETERS. Yes, sir.

RESIGNATIONS.

Mr. LITTAUER. How about the resignations in your Department, have they been increased?

Mr. PETERS. They have been about the same as they were a year ago.

Mr. LITTAUER. Did you refuse to grant transfers?

Mr. PETERS. We refused all that we consistently could unless they were offered higher pay, then we could not refuse.

Mr. LITTAUER. You did formerly grant transfers?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Now you are not called upon to do so?

Mr. PETERS. Not so frequently as before.

Mr. LITTAUER. But you find that your resignations are keeping up to the old percentage or higher?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Why do they resign?

Mr. PETERS. Because they are offered higher pay in private life, and they resign and take an examination in a different line under the Civil Service Commission and are then certified as new appointees to another department. You must remember this, that the civil service is bringing into the departments of the Government a very intelligent lot of young men, people who, as a rule, have had a college education, and you can not get them to remain at a small salary. They think their prospects in life are not good under the Government.

Mr. LITTAUER. Then, you say that they resign to go into civil life outside of the Department?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. That, of course, could not be stopped except by giving them higher compensation?

Mr. PETERS. No, sir.

Mr. LITTAUER. But you say many of them do resign for the purpose of getting employment in other departments of the Government, they having had the opportunity while employed in the Navy Department of taking a higher civil-service examination and, having passed that examination, are eligible to clerkships of the higher grades?

Mr. PETERS. You do not state the question correctly. This is the case. A man is certified to the Navy Department, say, as a copyist, after passing the copyist examination. He is learning stenography and typewriting, perhaps going to school here at night, and after a while becomes a competent stenographer and typewriter. He goes to the Civil Service Commission and passes the examination for stenographer and typewriter. After he passes the examination he is placed on the stenographers' list and certified to another department. When he is certified to the other department he will resign his small copyist's place and go to the other department as a stenographer and typewriter. It is not the ordinary clerk who stood in a dry goods store or in a grocery store doing things of that kind, but as a rule the clerks appointed from the civil-service register have had training in stenography, typewriting, bookkeeping, or other useful accomplishments desirable in office work, and it happens that these people are the ones who insist upon more pay. Two years ago I had three or four stenographers who were graduates in law. I have had three resignations in my office within the past four weeks. Two of them went into private life; one had been in the office three years and simply resigned because he could not get more pay.

Mr. LITTAUER. Where did the other one go?

Mr. PETERS. He went to the reclamation division.

Mr. LITTAUER. Having passed an examination?

Mr. PETERS. He did not pass an examination. He was in our office over five years; also three years in the Philippines at the navy-yard there.

Mr. LITTAUER. He had been in your Department three years?

Mr. PETERS. He had been under the Navy Department for eight years.

Mr. LITTAUER. He was transferred to the reclamation service, was he?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. I thought you said he resigned. Was it a transfer?

Mr. PETERS. Yes; it was a transfer.

Mr. LITTAUER. He remained over three years in your Department?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. What I am seeking to ascertain is why it is that you ask the Government to pay for these clerks at a higher compensation than you pay ordinary clerks.

Mr. PETERS. It is not for higher pay for ordinary clerks, but for stenographers and typewriters and those men who have demonstrated in actual practice that they are capable of relieving their superior officers in disposing of cases that require the exercise of judgment, based upon experience in particular lines.

DRAFTSMEN AND TECHNICAL SERVICES.

Mr. LITTAUER. The amount of the appropriation for the service in the bureaus at Washington comes out of the increase of the Navy. The last legislative act provided for the clerical service in the entire Department, a certain amount for each, and in the present estimates you have made no allowance for that. Do you desire it to be continued?

Mr. PETERS. You are wrong in your premises. All the clerical appointees are specifically appropriated for. That provision to which you refer is for draftsmen and technical men, and those are still in the service.

Mr. LITTAUER. You desire them to be continued in the service?

Mr. PETERS. Certainly.

Mr. LITTAUER. Then why did you not make a recommendation in the estimates for their continuance?

Mr. PETERS. We supposed that the legislative bill would carry them right along year after year, so long as was necessary.

Mr. LITTAUER. But there is a specific amount granted each year.

Mr. PETERS. Yes; it has only been for two years that the amount has been limited. It was done by your committee, not at the request of the Navy Department.

Mr. LITTAUER. Your estimates last year contained it, did they not?

Mr. PETERS. That item was overlooked, and I suppose I am chargeable with the error.

Mr. LITTAUER. In those cases you have made the same estimate for last year, and you recommended them for the coming year?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Who determines the amount of the sum estimated to be required?

Mr. PETERS. It was determined by the Committee on Appropriations two or three years ago, after statements by a number of people employed by the Department as to the amount that would be required during the year. You made a limitation in the amount of the appropriation, and it is not enough to provide for draftsmen and technical men.

Mr. LITTAUER. I notice that in the Bureau of Construction and Repair expenditures are limited to \$120,000 and \$75,000.

The CLERK. That sum includes four bureaus.

Mr. LITTAUER. You have no particular information in reference to those items. We would be doing the same thing that we did in the past. Is it ample or is it too small?

Mr. PETERS. That is all right so long as we do not go beyond the limit. The Secretary has had placed before him data to show that the present force is required. There was no limitation to the funds applicable up to two years ago.

Mr. LITTAUER. And we sought to bring it within bounds.

Mr. PETERS. Yes, sir.

Mr. LITTAUER. And having become accustomed to it for two or three years more, you do not have any recommendation for it for the coming year?

Mr. PETERS. We thought that that provision was general legislation.

Mr. LITTAUER. It is specific from year to year.

Mr. PETERS. It should have been in the bill. If you desire an explanation of those lump limitations, the Secretary will give it. The Secretary said that he would have come before the committee to-day had it not been Thanksgiving Day, he having an engagement at home. (See p. 199.)

STENOGRAPHER.

Mr. LITTAUER. You ask for an additional stenographer, at \$1,200 a year?

Mr. PETERS. Yes, sir. The force allotted to the Secretary's office has not been increased for a long time.

Mr. LITTAUER. You find a necessity for an extra stenographer?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. You could not get along without him?

Mr. PETERS. No, sir.

Mr. LITTAUER. Why did you ask for \$1,200 for him?

Mr. PETERS. It is about what a stenographer ought to have. When we say "stenographer," we do not use him entirely as a stenographer, but work him in many other lines of clerical work. Without being a stenographer a man is not of much account. He can not hold a position under the Government in a first-class, properly-conducted office, the principal duties of which are to prepare correspondence.

TELEPHONE OPERATORS.

Mr. LITTAUER. How do you handle this switchboard to-day?

Mr. PETERS. Last year we asked that you appoint two operators, at \$600 a year. You appointed one at \$720, and the other one assisting is a charwoman. The charwoman receives \$240 a year.

Mr. LITTAUER. You find that you can get proper assistance at \$240 per year?

Mr. PETERS. The assistant is there because she expected an appropriation would be made to pay her \$600.

Mr. LITTAUER. Did she have to do charwoman's work?

Mr. PETERS. No; she did not. The Civil Service Regulations do not recognize anything under \$300. Charwomen were appointed ad lib. by the Secretary. Now, the Civil Service Commission does

recognize that to this extent, that they have a system of regulations similar to that at the navy-yard, and people are certified in the order of their registration. This woman came from the superintendent of the State, War, and Navy building. We did not put her in there, but we had to retain her in order to keep the telephone going.

Mr. LITTAUER. You require a telephone switch-board operator?

Mr. PETERS. Yes, sir. If we are to keep her we will have to increase her pay, and if we do not, I do not know whether she will stay. When we get a telephone operator and she becomes acquainted with the "calls" and with the organization of the Department it facilitates the transaction of business.

Mr. LITTAUER. Have you any further remarks to make?

MESSENGER.

Mr. PETERS. The pay of the Secretary's messenger is asked to be increased.

Mr. BURLESON. How much?

Mr. PETERS. From \$840 to \$1,000.

The CLERK. It is not in the estimates.

Mr. PETERS. It was a supplemental estimate to the original estimates.

Mr. LITTAUER. That is contrary to law, and we can not consider it.

Mr. BURLESON. There is a statute against it.

Mr. PETERS. It went through the Treasury Department.

Mr. BURLESON. Don't you think \$1,000 for a messenger is a pretty large price?

Mr. PETERS. He is the personal messenger of the Secretary, and all the other Departments pay \$1,000 or more.

CONTINGENT EXPENSES.

The CLERK. It is a question of whether or not to repeat that paragraph at the bottom of page 200. It does not increase the estimate.

Mr. LITTAUER. On page 200 you will find the combined appropriation for stationery, furniture, and newspapers, which we increased last year from \$14,000 to \$40,000, and added an additional amount for the purposes mentioned in the naval estimates of \$26,000.

The CLERK. That has been combined with the preceding paragraph.

Mr. LITTAUER. We want some way of curtailing the ability to draw upon the general appropriation for the same purpose.

The CLERK. They repeat the language again.

Mr. LITTAUER. The whole paragraph should go out. It says "Hereafter it shall not be lawful to expend money for the Navy for any such purposes." That language should not be repeated.

Mr. PETERS. It does not come under the same head as the amount allowed for the payment of services of technical men, draftsmen, and laborers.

Mr. LITTAUER. In that case an appropriation was made for the specific purpose, and it was made for the current year. It says "hereafter it shall not be lawful."

Mr. BINGHAM. You have expended that \$26,000?

Mr. PETERS. Yes, sir.

Mr. BINGHAM. And you stand on your estimate of \$14,000 for the present fiscal year?

Mr. PETERS. Yes; the same as last year.

NAVY DEPARTMENT,
Washington, December 3, 1906.

SIR: Referring to the estimates of this Department in connection with the legislative, executive, and judicial appropriation bill for the fiscal year ending June 30, 1908, and in view of the following provisions contained in the act approved March 18, 1904, viz,

Office of the Secretary: * * * On and after July first, nineteen hundred and four, it shall not be lawful for the Secretary of the Navy to employ in the Navy Department at Washington, District of Columbia, and pay out of the appropriations for new ships, any civilian expert aids, additional draftsmen, writers, copyists, and model makers, except as herein or as may hereafter be specifically authorized. * * *

I have the honor to request that, to enable the Secretary of the Navy to employ and pay out of the appropriations "Increase of the Navy" and "Public works" for the services of such draftsmen and other technical services as may be required to carry into effect the various appropriations under the aforementioned titles, the following clauses, similar to those contained in the legislative appropriation act approved June 22, 1906, be incorporated in the legislative appropriation bill for the fiscal year ending June 30, 1908, viz:

After the appropriations for the Bureau of Construction and Repair, the following:

The services of draftsmen and other such technical services as the Secretary of the Navy may deem necessary may be employed in the Bureaus of Ordnance, Equipment, Construction and Repair, and Steam Engineering to carry into effect the various appropriations for "Increase of the Navy," to be paid from such appropriations: *Provided*, That the expenditures on this account for the fiscal year nineteen hundred and eight shall not exceed one hundred and twenty thousand dollars; a statement of the persons employed hereunder and the compensation paid to each shall be made to Congress each year in the annual estimates.

After the appropriations for the Bureau of Yards and Docks, the following:

The services of skilled draftsmen and such other technical services as the Secretary of the Navy may deem necessary may be employed in the Bureau of Yards and Docks to carry into effect the various appropriations for "Public works" to be paid from such appropriations: *Provided*, That the expenditures on this account for the fiscal year nineteen hundred and eight shall not exceed thirty thousand dollars; a statement of the persons employed hereunder and the compensation paid to each shall be made to Congress each year in the annual estimates.

Lists of the persons employed in the several bureaus under the authority of the legislative appropriation act approved June 22, 1906, accompanied the annual estimates of this Department for salaries for the fiscal year ending June 30, 1908, heretofore submitted.

Very respectfully,

CHARLES J. BONAPARTE,
Secretary.

HON. JAMES A. TAWNEY,
*Chairman Committee on Appropriations,
House of Representatives.*

THURSDAY, *November 29, 1906.*

BUREAU OF NAVIGATION.

**STATEMENT OF CAPT. WILLIAM C. POTTER, ASSISTANT CHIEF
BUREAU OF NAVIGATION, UNITED STATES NAVY.**

METHOD OF PREPARING ESTIMATES.

Mr. BINGHAM. I want to ask you one question and then we will go into the details. In the making up of the recommendations under the head of the Navy Department, where there are respective recommendations from chiefs of divisions for the increase of force as well as compensation, does the Secretary of the Navy himself go into the estimates?

Captain POTTER. Yes, sir. The Chief of the Bureau of Navigation, who is too ill to appear to-day, wrote a letter to the Secretary of the Navy in which he asked for an increase of 8.

Mr. BINGHAM. I mean taking the whole estimate of your Department.

Captain POTTER. Yes, sir; so I understand. I was only speaking of what I knew personally. This request for the increased clerical force was by the Secretary himself reduced from 8 to 2. There were 8 additional clerks asked and 1 laborer, and as it comes before your committee it stands as an increase of 2, with the laborer out, and that was done in the Secretary's office.

Mr. LITTAUER. Who prepares the estimates originally?

Captain POTTER. The chief clerk of the Bureau, and submitted by him to the chiefs of bureaus. It is then reduced as much as possible and then the estimate goes to the Secretary of the Navy, accompanied by a letter, and the Secretary of the Navy, with the chief clerk, I presume, reduced this estimate from 9 to 2.

OFFICERS ATTACHED TO BUREAU.

Mr. LITTAUER. How many officials of the Navy are there connected with the Bureau of Navigation in Washington?

Captain POTTER. Officers of the Navy with the Bureau of Navigation?

Mr. LITTAUER. Yes, sir.

Captain POTTER. Ten.

Mr. LITTAUER. What character of work do they perform?

Captain POTTER. The chief of the Bureau, of course, has supervision of the whole Bureau, matters of policy, detail of officers, preparation of the fleet for service, the assignment of vessels, preparation of orders for those vessels, confidential orders to the State Department in such cases as Santo Domingo and the recent trouble in Cuba, the relief of vessels on foreign station, the assignment of the complement of the officers to vessels and the crews of the vessels, and all correspondence connected with the Department, and the assistant of the Bureau performs those duties in his absence and exercises supervision under him with the various officers in the

office. Then there is a detailed officer who keeps a roster of the officers' sea time.

Mr. LITTAUER. Is that record kept by an officer?

Captain POTTER. That is kept by a clerk, but supervised by an officer.

Mr. LITTAUER. How many clerks are there in the Bureau?

Captain POTTER. Sixty-five.

Mr. LITTAUER. And you have ten officers supervising that work?

Captain POTTER. Yes, sir. For instance, three of those officers are engaged in target practice wholly, in studying up the methods of target practice.

Mr. LITTAUER. Target practice is one of the branches which comes under the Bureau?

Captain POTTER. Yes, sir.

Mr. BINGHAM. Are the officers all detailed from the active list?

Captain POTTER. The present chief of the Bureau has held over since May. Rear-Admiral Converse is on the retired list, but was not relieved in May when he retired.

Mr. BINGHAM. The others are on the active list?

Captain POTTER. Yes, sir.

LENGTH OF DETAILS.

Mr. BINGHAM. How long is that detail?

Captain POTTER. Four years for the chief of the Bureau. I am the assistant to the chief of the Bureau, and I have been in the Bureau eighteen months, and before that a year in the Assistant Secretary's office, and I go to sea next month for three years. I think I am the longest man on shore in the Bureau.

SELECTION OF OFFICERS.

Mr. LITTAUER. Who selects the officers who come to the Bureau of Navigation?

Captain POTTER. The chief of the Bureau, and the chief himself is selected by the Secretary of the Navy and the President. In fact, there are no such things as changes in the Bureau chiefs except by direction of the President himself.

CLERICAL FORCE, INCREASE OF.

Mr. LITTAUER. You are asking for a considerable increase in your clerical force and the promotion of one set of your employees to a higher grade.

Captain POTTER. I would like to explain that. During the Spanish war the work in the Bureau was increased so materially that we took in a lot of people who were enlisted as yeomen at \$70 a month. Of course, the money under the \$50,000,000 appropriation was expended very liberally in both the War and Navy Departments. They then came in at \$840 a year. Most of them have passed to the classified service at that figure, which is entirely too low. We can not keep them.

Mr. LITTAUER. What is their work, copyists?

Captain POTTER. Nearly every one of these copyists is a stenographer also and does stenographic work and clerical work. To show you the trouble we have, the Bureau of Navigation is the poorest paid Bureau in the Navy Department, and the Navy Department is the poorest paid Department in the service. The figures will prove that, sir. The Military Academy at West Point has not one-half the number of cadets that the Naval Academy at Annapolis has, and they have at the head of that office a clerk who gets \$2,000 a year against \$1,600 for our man. The second man gets \$1,800 a year against \$840 for our man, and the third gets, I think, \$1,200—I am not positive, but our man gets the same. We are allowed 65 people altogether, and we handle half the number of men the Army handles, with how many men you know better than I do. We had last year out of the 65 total number 19 transferred to other Departments of the Government in order to secure an increase of salary doing the same class of work, and 10 resigned, making a total of 29. They will not stay there because the compensation is not sufficient. We are training them for the other bureaus. We stand in nobody's way.

Mr. LITTAUER. You never enter any objection to a detail or transfer?

Captain POTTER. No, sir. In your appropriation bill you have made a change; it is now a certain number of months.

Mr. LITTAUER. A certain number of years?

Captain POTTER. Yes, sir. Before that they could come and stay a week or a month.

Mr. LITTAUER. That is all ended?

Captain POTTER. Yes, sir; except that you can not stop them from resigning.

Mr. LITTAUER. No, sir.

Captain POTTER. Out of 65, 10 absolutely resigned.

Mr. BRICK. When you say "copyists" what do you mean?

Captain POTTER. That is a lower grade of clerk. He comes in at a less salary than a stenographer. A great many of the copyists do stenographic work and they are required to keep up the file books in the file room.

Mr. LITTAUER. That is a pretty ordinary character of work. It needs simply attention, does it not?

Captain POTTER. But most of them are stenographers and do stenographic work, and a stenographer will get up as high as \$1,200. These men get \$840.

Mr. LITTAUER. Is the work well done?

Captain POTTER. It is pretty well done. It would be utterly impossible to run the Bureau with that clerical force if it were not for the supervision of the naval officers in the Bureau. Of course much of the work is of a technical nature which the clerks could not do anyway.

REASONS FOR INCREASE OF FORCE.

Mr. LITTAUER. Why do you ask for the increase of force—you ask for eight additional force?

Captain POTTER. No, sir; two additional. We make six promotions plus two additional.

Mr. LITTAUER. You drop three copyists at \$720 and three at \$840?

Captain POTTER. Yes, sir. Seven hundred and twenty dollars is the pay of a messenger in all the other Departments. I do not know about the work they do in the War Department, but we have 32,000 people, and the complement is 37,000, and we will have to have 40,000 or we can not man the ships this winter, and we have 65 men in that Bureau who perform nearly the same work that The Military Secretary's Office performs in the Army. They have 10 clerks at \$2,000, which is the pay of the chief clerk of the Bureau of Navigation, 48 or 50 at \$1,800, and I think something like 90 at \$1,200.

Mr. LITTAUER. From our standpoint it has been a great credit to the Navy Department that it has performed its bureau work so properly and economically. Why do you want to spoil that record?

Captain POTTER. I go down to the office myself every day, holidays and Sundays, and there are always 4 or 5 clerks at work. I left there this morning a little before 12, and there were 5 clerks at work. They had not been able to keep up. These men are not sufficiently paid for the character of work they do. The man in charge of the officers' records should get at least \$1,800, and he gets \$1,400.

Mr. BURLESON. Indicate the men, because we may not be able to grant all these promotions.

Captain POTTER. If these promotions go through, we are only going to get one \$1,800 man. The Secretary cut down 1 clerk of class 4 in lieu of the copyist.

Mr. BURLESON. Would that be the Naval Academy clerk?

Captain POTTER. That would promote, as the figures now stand, Mr. Draper, who is the Naval Academy clerk, from \$1,600 to \$1,800. He handles now 985 midshipmen, and with the omission of Oklahoma we will have 1,000 at the academy with exactly the same force in the Bureau and in that office that we had with 300.

Mr. BURLESON. The Military Academy clerk gets \$2,000?

Captain POTTER. That is what I am told. The military appropriation bill will show. There are the same number of clerks in that office that we have in our office, and we have double the number of midshipmen. It is utterly astonishing the amount of clerical labor that has to be performed to answer the ordinary calls when Congress is in session.

Mr. BURLESON. Where is the clerk who keeps the officers' records?

Captain POTTER. He now receives \$1,400, and if this promotion goes through he will get \$1,600. That will promote Mr. Yancy. I happen to know that these two men are on the efficiency list. The promotions will be taken from the efficiency list, and the No. 1 men on the efficiency list will get the promotions.

Mr. BRICK. I do not understand just what that does mean?

Captain POTTER. There will be one man promoted from \$1,100 to \$1,200, and this increase will simply promote one clerk up until we get six promotions, and then the addition of these two clerks, one at \$1,200 and one at \$1,000. The total increase of promotion is \$5,420. Last year there were two clerks at \$1,800 allowed for the finger-print system, and it is estimated that the saving to the Government in prohibiting enlistment will pay for these men inside of six months. You give every man who enlists \$65 for his outfit. We are handling now 35,000 men with the same clerical force we have had since there was any increase.

Mr. BINGHAM. How large is your subordinate force?

Captain POTTER. From the chief clerk down, 65 altogether.

Mr. BINGHAM. And you have a detail from the active service of ten?

Captain POTTER. Yes, sir; ten officers.

WORK OF OFFICERS.

Mr. BINGHAM. Do those officers do technical and scientific work, or do they do clerical work?

Captain POTTER. Scientific and technical work, and things of that character.

Mr. BINGHAM. Distinctive naval work independent of clerical work?

Captain POTTER. Yes, sir. The officer in charge of the recruiting service looks out for the detail of the traveling parties which we have. Without that it would be impossible to keep the quota up.

Mr. BINGHAM. Is that the usual number of officers on detail?

Captain POTTER. Yes, sir; I think the usual number is about nine or ten.

[Memorandum.]

DEPARTMENT OF THE NAVY, BUREAU OF NAVIGATION, Washington, D. C., November 28, 1906.

The clerical force of the Bureau at present is as follows:

1 chief clerk	\$2,000
3 clerks of class 4, each	1,800
5 clerks of class 3, each	1,600
4 clerks of class 2, each	1,400
4 clerks of class 1, each	1,200
3 clerks, each	1,100
11 clerks, each	1,000
2 copyists, each	900
22 copyists, each	840
3 copyists, each	720
3 assistant messengers, each	720
1 messenger boy, at	600
4 laborers, each	660

65 Total number of clerks.

New positions allowed by the Secretary.

One clerk at	\$1,800
One clerk at	1,600
One clerk at	1,400
Two clerks at	1,200
Two clerks at	1,000
One copyist at	900

Resulting promotions down to \$1,200 as efficiency list now stands:

Draper, \$1,600 to \$1,800, to fill a vacancy (new); McLaughlin, \$1,400 to \$1,600, vice Draper, promoted; Hall, \$1,200 to \$1,400, vice McLaughlin, promoted; Cuthbert, \$1,100 to \$1,200, vice Hall, promoted; Yancey, \$1,400 to \$1,600, to fill a vacancy (new); Schoonmaker, \$1,200 to \$1,400, vice Yancey, promoted; Taylor, \$1,100 to \$1,200, vice Schoonmaker, promoted; Will, \$1,200 to \$1,400, to fill a vacancy (new); Palmer, \$1,100 to \$1,200, vice Will, promoted.

SALARIES, BUREAU OF NAVIGATION (SUPPLEMENTAL).

1 clerk of class 4 (in lieu of 1 copyist at \$840). (Increase of \$960 submitted.) Submitted.....	\$960
1 clerk of class 3 (in lieu of 1 copyist at \$840). (Increase of \$760 submitted.) Submitted.....	760
1 clerk of class 2 (in lieu of 1 copyist at \$840). (Increase of \$560 submitted.) Submitted.....	560
1 clerk of class 1 (in lieu of 1 copyist at \$720). (Increase of \$480 submitted.) Submitted.....	480
1 clerk at \$1,000 (in lieu of 1 copyist at \$720). (Increase of \$280 submitted.) Submitted.....	280
1 copyist at \$900 (in lieu of 1 copyist at \$720). (Increase of \$180 submitted.) Submitted.....	180
1 clerk at \$1,200 (additional). (Increase of \$1,200 submitted.) Submitted.....	1,200
1 clerk at \$1,000 (additional). (Increase of \$1,000 submitted.) Submitted.....	1,000
Total.....	5,420

In all, an increase of \$5,420 over the amount appropriated for salaries in the Bureau of Navigation for the fiscal year ending June 30, 1907.

[Memorandum--enlisted men.]

NAVY DEPARTMENT, BUREAU OF NAVIGATION,

Washington, D. C., November 29, 1906.

In 1900 the number of enlisted men in the Navy was 16,832.

The number at present is 32,000, and the complement 37,000.

The number of men as will be seen from the above has been more than doubled, and the actual work in connection therewith is at least three times as great as in 1900.

Owing to the difficulty in securing the quota of men allowed, and the fact that the ships are busily engaged in drilling new men, the paper work of the Bureau has very greatly increased, as much of the work which used to be performed on board ship is now centralized in the Bureau.

[Memorandum--officers.]

In 1899 the total number of midshipmen allowed was 372 every six years.

Act approved June 7, 1900, authorizes the appointment of 372 every four years instead of every six years.

Act approved July 1, 1902, increases the number to 467.

Act approved March 3, 1903, authorizes the appointment of two midshipmen by each Senator, Representative, and Delegate in Congress, two for the District of Columbia, and five each year at large; also one from Porto Rico.

In 1906 the authorization of a Territorial Delegate from Alaska increases the number to 985 every four years.

The admission of Oklahoma as a State will further increase the number of midshipmen to 1,000 every four years.

Therefore, there are at present over four times as many midshipmen allowed as in 1899.

Increase of one clerk for increase fourfold of midshipmen.

[Memorandum for Captain Potter.]

List of clerks who have resigned or have been transferred since July 1, 1905.

RESIGNED.

Name.	Date of resignation.	Name.	Date of resignation.
1. Frederick E. Miller	Aug. 5, 1905	6. L. T. Murphy	June 27, 1906
2. John B. Redmond	Sept. 30, 1905	7. St. J. Williamson	Sept. 19, 1906
3. Bruce Cleveland	Oct. 4, 1905	8. Mrs. A. G. Dresel	Nov. 9, 1906
4. T. B. Stallings	Nov. 4, 1905	9. L. H. Green	Sept. 30, 1906
5. C. R. Wallace	May 24, 1906	10. G. J. Sells	

List of clerks who have resigned or have been transferred since July 1, 1905—
Continued.

TRANSFERRED.

Name.	Date of transfer.	Name.	Date of transfer.
1. H. W. Fisher.....	July 19, 1905	11. A. W. Lewis.....	Feb. 11, 1906
2. H. R. Barton.....	Aug. 16, 1905	12. Lambert Igooe.....	Mar. 11, 1906
3. W. H. James.....	Nov. 17, 1905	13. E. B. Doran.....	May 1, 1906
4. William Parry.....	Sept. 8, 1905	14. G. H. Williams.....	
5. A. F. Millott.....	Dec. 8, 1905	15. C. A. Shannon.....	June 30, 1906
6. M. S. Asbell.....	Mar. 23, 1906	16. J. W. Steigleman.....	Do.
7. George V. McAlear.....	Nov. 25, 1905	17. W. N. Crawford.....	
8. C. J. Meier.....	Dec. 7, 1905	18. E. S. Eckles.....	
9. Charles Jenkinson.....	Jan. 7, 1906	19. R. B. Blackley.....	
10. Robert Koehler.....	Jan. 18, 1906		

SUMMARY.

Transferred	19
Resigned	10
Total resignations and transfers.....	29

NAVY DEPARTMENT, BUREAU OF NAVIGATION.

Washington, D. C., November 28, 1906.

In submitting the request for increases in the clerical force this year the Chief of the Bureau made the following statement:

"The scale of salaries in the Bureau of Navigation is, and has been for years, so low that serious disadvantage has frequently resulted through the numerous resignations and transfers which have taken place and the substitution of practically untrained clerks for experienced employees.

"The important duties of this Bureau render it particularly desirable that a clerical force of some permanency should be maintained, but this result can not be obtained with the present grade of salaries. Many of the clerks in the \$840 class would in other Departments receive from \$1,000 to \$1,200 per annum for the same character of work they are performing in the Bureau, and in certain specific instances clerks who are engaged upon duties the proper performance of which requires years of experience are not receiving remuneration commensurate with that paid the clerical force in other branches of the Government service.

"The Bureau in submitting a request for 6 additional clerks and 1 additional laborer desires to state that the volume of its work has so greatly increased, even in the past year, that the present force is inadequate to properly handle it. It is impossible to devote to many important matters the consideration they require, as any extended delay in handling the correspondence practically swamps the clerks who attend to this branch of the Bureau's work."

BUREAU OF EQUIPMENT.

STATEMENT OF MR. A. C. WRENN, CHIEF CLERK.

CONDITION OF WORK.

Mr. LITTAUER. What is the condition of the work in your Bureau?

Mr. WRENN. It is in fairly good shape, though there is much work that should be undertaken that is not, owing to a lack of sufficient clerical force, and I have requested an additional clerk at \$1,500 per annum.

PROMOTIONS.

Mr. LITTAUER. Why are you asking for these changes—in order to promote two clerks?

Mr. WRENN. Yes, sir. The reason we are asking for those promotions is that we may retain the services of two men who are excellent clerks. They are both dissatisfied with the present rate of pay.

Mr. LITTAUER. You suggest an increase of \$100?

Mr. WRENN. We suggested an increase of \$200 in one case, but the Secretary preferred to reduce it to \$100.

Mr. LITTAUER. Are you afraid that you will lose these clerks if you do not get the increases?

Mr. WRENN. Yes, sir.

ADDITIONAL CLERK.

Mr. LITTAUER. How about the extra clerk at a new character of salary, \$1,500?

Mr. WRENN. We are very badly in need of a high-class clerk in the Bureau, a man who understands accounts and who can keep accounts. I have asked for a man at \$1,500 because I felt that at any lower rate of pay than that would likely result in securing the services of a clerk who would come in and remain only long enough to be educated to the point when his services would be valuable to us, then we would lose him by transfer.

Mr. LITTAUER. That recommendation neglects the law in regard to classes 4, 3, 2, and 1. We have no such salary at \$1,500 in the ordinary clerical service?

Mr. WRENN. I think we have intermediate salaries.

DETAIL OF NAVAL OFFICERS.

Mr. LITTAUER. How many officers of the Navy are detailed to the Bureau of Equipment in the Navy Department?

Mr. WRENN. Seven in the Bureau proper, including the chief of the Bureau.

Mr. LITTAUER. What do you mean by the Bureau proper?

Mr. WRENN. We also have the Hydrographic Office and the Naval Observatory.

Mr. LITTAUER. But there are seven in your Bureau?

Mr. WRENN. Yes, sir. I expected Admiral Walker would be here, as there is an item of increase in his appropriation. There are also increases in the appropriation of the Hydrographic Office, and I expect Commander Rogers, the Hydrographer, here to explain them. I am not sure whether they will be here or not.

Mr. LITTAUER. Are you familiar with the matter?

Mr. WRENN. Generally speaking, I am, and I have a memorandum in regard to them.

Mr. LITTAUER. Memorandum of their recommendations to you in connection with the submission of the estimates to the Secretary of the Navy?

NAVAL OBSERVATORY.

FUEL, OIL, AND GREASE.

Mr. WRENN. In the estimates of the Naval Observatory there is an item of increase of \$500 in the appropriation for fuel, oil, grease, etc.

MISCELLANEOUS COMPUTATIONS.

Mr. LITTAUER. Under the Naval Observatory there is an increase of \$1,000 for miscellaneous computations?

Mr. WRENN. Yes, sir.

Mr. LITTAUER. Is the work of making these computations current?

Mr. WRENN. No, sir. The Superintendent says that some of the observations extend as far back as 1850, which have not been worked up.

Mr. LITTAUER. Does he ever suggest dropping any of the work from 1850 to 1860?

Mr. WRENN. He says that the present force allowed is unable to keep up with the current work of the Observatory and that by the employment of a larger force there might be some hope of bringing the work up to date in the course of a few years.

Mr. LITTAUER. I think a lot of that work should be set aside and never performed.

Mr. BURLESON. What would happen if that work was never done?

Mr. WRENN. I am not sufficiently acquainted with the subject to answer that question.

MISCELLANEOUS ITEMS.

Mr. LITTAUER. You ask for an increase of \$500 for grease, fuel, oil, etc?

Mr. WRENN. Yes, sir. The Superintendent's estimates as submitted provide for an increase of \$1,500 in this item, but the Secretary reduced it to \$500. The reason for the increased estimate is that we are now required to burn hard coal; this has increased our expenditures under this item considerably in past years. Even since we have been burning hard coal the cost of it has increased materially.

Mr. LITTAUER. Do you think \$500 is represented in the difference between hard and soft coal?

Mr. WRENN. The difference in the cost of hard coal and soft coal for a year's supply exceeds \$500. The excess of cost of this year's supply of hard coal over that of last year is in excess of \$150, but in addition there are other expenditures under this item, the cost of which have materially increased since this appropriation was established at \$7,500.

Mr. LITTAUER. Can you specify any of them?

Mr. WRENN. No, sir. I know that coal is the principal item which has gone to make that increase necessary.

FERTILIZER.

Mr. BURLESON. What use have they for fertilizer at the Naval Observatory?

Mr. WRENN. They have a very extensive plat of ground, and they have endeavored to keep it up in fair condition. It must be fertilized from time to time. I think the fertilizer they use is mostly manure. I do not think they use any other kind.

NEW BUILDING.

Mr. LITTAUER. I notice that the Naval Observatory requests an appropriation of \$3,000 for a building or house for some particular instrument called alt-azimuth.

Mr. WRENN. All I can tell you about that item is that the Superintendent in submitting his estimates states that this instrument, which is a valuable one, is housed in a cylindrical building, 10 feet in diameter, with a revolving dome. There is no space for properly mounting the collimators, which are much needed, and such a building as is estimated for is considered absolutely necessary to secure good results with this instrument.

Mr. LITTAUER. What do they do with this instrument?

Mr. WRENN. It is used to determine the position of heavenly bodies. I am not sufficiently posted on astronomical matters to fully answer the question.

HYDROGRAPHIC OFFICE.

EDITOR OF NOTICE TO MARINERS.

Mr. LITTAUER. Have you any comments to make in reference to the increase of compensation and force in the Hydrographic Office?

Mr. WRENN. Yes, sir. The first item, one editor to mariners, at \$1,600, in lieu of one computer at \$1,400 per annum. This position is one of the most important in the Hydrographic Office. It was formerly held by a man rated as assistant at \$2,000, and was at one time held by a naval officer.

Mr. LITTAUER. Have you not plenty of force among the experts given you in this office?

Mr. WRENN. This is not an additional item. It is merely to provide an increase of pay and a change of rating for the employee who is now actually engaged upon editing this work.

Mr. LITTAUER. Has the man gone up from computer to become this editor?

Mr. WRENN. I presume he has been promoted from time to time, though I am not informed as to his last rating.

DETAIL OF NAVAL OFFICERS.

Mr. LITTAUER. How many naval officers have you connected with that office?

Mr. WRENN. Five. Two on the active list, including the hydrographer and three retired officers.

Mr. LITTAUER. Has this work of editing ever been done by either of the retired officers or their predecessors?

Mr. WRENN. By their predecessors, yes; but I do not think any of the officers now attached to the Hydrographic Office have been engaged upon the work.

Mr. LITTAUER. What work do the retired officers perform?

Mr. WRENN. Their work, generally speaking, is supervisory, but they all take active part in the work of the office. Three of them are engaged in writing sailing directions. One is in charge of the division of chart supply, another one is in charge of the division of sailing directions.

Mr. LITTAUER. In other words, they are engaged in the manufacture and distribution of charts?

Mr. WRENN. Yes, sir; and in writing sailing directions.

Mr. LITTAUER. Is there work for more than one man in such occupation?

Mr. WRENN. In the entire office?

Mr. LITTAUER. Yes, sir. Could not one man do all the work in connection with the office?

Mr. WRENN. No, sir; in addition to the offices referred to we have in charge of the division of chart construction a civilian rated as hydrographic engineer. His salary is \$3,000 per annum, and he is in charge of that particular part of the work.

Mr. LITTAUER. What does the officer over him do?

Mr. WRENN. There is no officer over him other than the Hydrographer.

Mr. LITTAUER. You are not particularly in touch with this work.

Mr. WRENN. I am more or less in touch with the work of all of the subdivisions of the Bureau of Equipment, but there are details connected with them that I am not entirely familiar with, especially the technical details.

HYDROGRAPHIC OFFICE—Continued.

STATEMENT OF COMMANDER C. C. ROGERS, HYDROGRAPHER.

Mr. LITTAUER. You appear for the Bureau of Equipment?

Commander ROGERS. For the Hydrographic Office.

DETAIL OF NAVAL OFFICERS.

Mr. LITTAUER. How many officers of the Navy have you attached to your Bureau?

Commander ROGERS. Five, sir.

Mr. LITTAUER. Are they all on the active list?

Commander ROGERS. Two on the active list and three retired; five, including myself.

Mr. LITTAUER. Their duties are supervisory over the others connected with the Bureau?

Commander ROGERS. Yes, sir; not only supervisory, but most of them take part in the work of the Office. Three of them are engaged in writing sailing directions or in other work—for example, doing actual office work.

Mr. LITTAUER. Do you publish a regular monthly?

Commander ROGERS. The Sailing Directions are published at intervals, as they are corrected from time to time. It is rather a publication, and is made, as a rule, not oftener than every ten years. The Notice to Mariners is weekly.

EDITOR OF NOTICE TO MARINERS.

Mr. LITTAUER. You have a computer at \$1,400 and you desire to call him editor of Notice to Mariners and increase his salary to \$1,600?

Commander ROGERS. Yes, sir.

Mr. LITTAUER. Please give the reasons for that?

Commander ROGERS. That position was formerly held by an editor; it is one of the most important positions in the Office, and formerly was held by an assistant at \$2,000; sometimes it has been held by a commissioned officer in the service, the salary depending upon his rank. Generally the officer, at least a lieutenant, would have a salary of \$2,000 or more. The first request was an increase to \$2,000, but it was made \$1,600 instead by the Department. That estimate was based on the previous assistant's salary, which was \$2,000.

Mr. BURLESON. You propose to continue the same individual as the editor who now holds the position of editor?

Commander ROGERS. Yes, sir.

Mr. BURLESON. The duties will remain exactly the same?

Commander ROGERS. Yes, sir; but not as computer. He becomes the editor. He is doing this work now.

Mr. BURLESON. The computer now does the work of the editor?

Commander ROGERS. Yes, sir.

Mr. BURLESON. There will be no change in his duties?

Commander ROGERS. No, sir; no change from present duties of editor, though his rating is that of computer.

Mr. BURLESON. Is the mere change of name worth the increase of \$200 a year?

Commander ROGERS. He was put there to do the work of editor, not of computer, and the salary is not regarded as sufficient for the position; it had been previously \$2,000.

DRAFTSMEN UNDER INSTRUCTION.

Mr. LITTAUER. You desire to leave out one draftsman under instruction?

Commander ROGERS. Yes, sir. There is no estimate submitted for a draftsman under instruction.

APPRENTICE DRAFTSMEN—INCREASE OF COMPENSATION.

Mr. LITTAUER. You want to increase the pay of the apprentice draftsmen from \$600 to \$700. Is that a regular yearly schedule of advance?

Commander ROGERS. Yes, sir. They begin at \$300.

Mr. LITTAUER. Do you find that the apprentice draftsmen remain in anticipation of securing this increase in salary?

Commander ROGERS. They remain. These young men have been there from the time they began to draw salary at \$300.

Mr. LITTAUER. Has the system proved a good one?

Commander ROGERS. Yes, sir.

Mr. LITTAUER. And do you get good results?

Commander ROGERS. Yes, sir; satisfactory for the work of the office; very satisfactory for that work.

PLATE PRINTERS—INCREASE OF COMPENSATION.

Mr. LITTAUER. You want to increase the salary of your plate printers?

Commander ROGERS. Yes, sir. It has been considered in the office that their services to the office are so valuable that it would be

a source of encouragement to them to increase their salary. They have been excellent men, and we wanted to make their salaries the same as they would be in other offices.

Mr. LITTAUER. What is the commercial rate for a plate printer?

Commander ROGERS. I have been in the office only about a month, so I can not speak from long experience; but from the best information I can obtain, after careful inquiry, I would say that they generally get \$900 and \$1,000.

Mr. BURLESON. Are these men threatening to leave the service?

Commander ROGERS. No, sir; but they have been there sometime. We hope to increase the efficiency of the office and encourage them, and try to keep them. We have had one vacancy in the office at a salary of \$700, and we have not been able to get anyone to fill it. We have had the vacancy since November, 1905.

ADDITIONAL PLATE PRINTERS.

Mr. BURLESON. Do you really need the extra plate printer?

Commander ROGERS. Yes, sir; we need them, and that is the reason we are asking for this appropriation. They are very important men in our office. We have a vacancy, and we have been unable to fill it on account of the salary, and that vacancy has existed since November, 1905, and the increase of salary was considered advisable for the protection of the office.

CONTINGENT EXPENSES.

Mr. LITTAUER. In the paragraph for contingent expenses in your branch offices you have inserted the language "the services of nautical experts, assistants, clerks, messengers, assistant messengers, and messenger boys." Why do you insert that new language?

Commander ROGERS. That has arisen by reason of the fact that the Comptroller has decided that those expenses could not be paid from a contingent appropriation.

Mr. LITTAUER. Is it broadening out the service in any way?

Commander ROGERS. No, sir. These men have been employed all along. The question of method of payment came up this summer, and the Comptroller decided that they should not be paid from a contingent appropriation. The wording of the estimates was changed in order to meet the requirements of the Comptroller's office and that these men might get their salaries, which were held up for a while.

Mr. LITTAUER. You do not increase the amount?

Commander ROGERS. No, sir.

NAVAL OBSERVATORY.

STATEMENT OF REAR-ADMIRAL ASA WALKER, SUPERINTENDENT.

MISCELLANEOUS COMPUTATIONS.

Mr. LITTAUER. You have asked for some time past that the allowance for miscellaneous computations at the Observatory be increased. Now, we understand that there is a great mass of computations to

be made of observations or of figures that have been gathered together for many years, some going back fifty years?

Admiral WALKER. Yes, sir.

Mr. LITTAUER. How many of them is it desirable to make?

Admiral WALKER. Astronomers would say all of them. I am not an astronomer, but my staff thinks that all computations should be brought up to date.

Mr. LITTAUER. What purpose could they serve?

Admiral WALKER. They serve to fix the position of the stars which are the stars of reference for the determination of time and for future determination of position.

Mr. LITTAUER. Surely we have been able to determine time and the position of stars well enough without having these computations made during the last fifty years. What additional accuracy would we secure from making these computations?

Admiral WALKER. That is rather more than I can answer.

Mr. LITTAUER. Do you believe, as a civilian in charge of the work, that the money we have been appropriating, \$4,000 a year, is sufficient to cover such computations as the Government ought to make?

Admiral WALKER. So far as the Government is concerned, yes, sir. So far as the astronomical world is concerned, no, sir.

Mr. BINGHAM. In what form is this information distributed?

Admiral WALKER. We publish volumes.

Mr. BINGHAM. Is it published in the Nautical Almanac?

Admiral WALKER. No, sir. We publish volumes on observations at the Naval Observatory every year.

Mr. BRICK. What use is that put to?

Admiral WALKER. Scientific entirely.

Mr. BRICK. Are they published for distribution?

Admiral WALKER. Yes, sir.

Mr. BRICK. How many copies are distributed?

Admiral WALKER. We send copies to all observatories. We have exchanges with all of them. Some two months ago we sent four or five tons of material through the Smithsonian International Exchange to different observatories.

Mr. BRICK. They are largely sent out for scientific and astronomical purposes and appreciated and used by astronomers?

Admiral WALKER. Yes, sir.

Mr. BRICK. They are not for the general public?

Admiral WALKER. No, sir.

Mr. LITTAUER. Do you not suppose that these computations or similar computations have been made over and over again since then, covering the same field?

Admiral WALKER. The observers try to determine accuracy. We compare our observations with observations from the different observatories in Russia, France, England, and, indeed, all over the world, and weight to the position is given according to the accuracy of the work of the observatories, so that the observations of each observatory are given certain weight in determining the position of a star. Astronomers endeavor to figure as accurately as possible the position of the stars. The stars have positive motions in space, so that the observations have to be continued from year to year. An observation taken twenty years ago has to be brought up, taking into consideration this absolute motion of the star in the heavens, to the

present date, and comparing that with the observations of to-day. The great cry has been that the work is behindhand and the staff of computers not sufficient to keep it up. Indeed, one observer can make more observations than two computers can compute.

Mr. BINGHAM. Can not all that be done under the present appropriation?

Admiral WALKER. No, sir; the present appropriation is not sufficient. We are getting behind all the time. It is not sufficient to keep up the current work. I myself have taken a hand in it. I am not supposed to do that work. I am making computations on observations made in 1903.

Mr. LITTAUER. You have stated that the current observations can not be kept up with the amount we appropriate for computations each year. How do you select which computations to make each year?

Admiral WALKER. For example, at the convention in Paris they divided the heavens up into certain zones, and the observers of the different countries take those zones and observe all stars up to the twelfth or thirteenth magnitude, or perhaps as far as their instruments will go, and locate them as nearly as possible. That work we have been doing. Of course if we take an observation of a star, the record of that observation itself has to be corrected for all instrumental corrections, so that before the observation is recorded as correct there is an indefinite amount of calculation to be gone through. An observer can take an observation every thirty seconds, or even more frequently.

Mr. LITTAUER. We are doing enough to meet our international obligations?

Admiral WALKER. Yes, sir; although we would like to get out the books faster and square up the work.

Mr. LITTAUER. Are you in a position to state how long it would take to go ahead and make all the computations going back to 1850 for the benefit of astronomy?

Admiral WALKER. I am not. If we had plenty of money and could get the men—we can not get the men, the computers—we could make progress.

Mr. LITTAUER. Not at this high rate of compensation, 60 cents an hour?

Admiral WALKER. No, sir. We have had before the Civil Service Commission a request for computers for over a month and have heard nothing from it yet. They do not allow them to work more than seven hours. Twelve hundred dollars is the most anyone has ever made.

Mr. BRICK. It is pretty hard work?

Admiral WALKER. Yes, sir; it is.

BUILDING FOR ALT-AZIMUTH INSTRUMENTS.

Mr. LITTAUER. Please tell us about this house for the alt-azimuth instrument.

Admiral WALKER. About ten years ago there was an appropriation made by your committee to purchase the alt-azimuth instrument, and it was purchased of Warner & Swayzee, but there was no appropriation made for a house. There was, however, some portion of the appropriation left over, and they built a temporary circular house,

10 feet in diameter, to hold the alt-azimuth instrument. It is now considered that the most accurate method of determining the absolute position of heavenly bodies is by this instrument. This house is only 10 feet in diameter and the focal length of the instrument is 50 inches, and consequently there is small room for the observer to move about, and then inside of the house there is no room for the collimators, which are absolutely necessary for the accurate making of observations by the instrument.

Mr. BRICK. You have the instrument?

Admiral WALKER. Yes, sir.

Mr. BRICK. But it is inadequately housed?

Admiral WALKER. Inadequately installed.

Mr. LITTAUER. How many years has it been there?

Admiral WALKER. The first observation was taken in 1898.

Mr. LITTAUER. You have been working with it for seven years?

Admiral WALKER. Yes, sir; but with the greatest inconvenience. The house has been asked for before this. I think this is really the most important item at the Observatory.

Mr. BRICK. How much did that instrument cost?

Admiral WALKER. I do not know.

Mr. LITTAUER. It is good?

Admiral WALKER. Yes, sir.

Mr. LITTAUER. And are the collimators also good?

Admiral WALKER. We can make the collimators at the Observatory.

Mr. BRICK. I think that it should be housed properly, if you think that it can not be used as it is.

Admiral WALKER. It can not be used with the accuracy that we would like to use it, and it is absolutely without any convenience whatever.

Mr. BRICK. With this \$3,000 it would be absolutely accurate?

Admiral WALKER. As absolutely accurate as any observation could be. Of course personal errors come in all observations.

Mr. BRICK. This is a necessary adjunct?

Admiral WALKER. Yes, sir.

Mr. BINGHAM. Have you asked for this before?

Admiral WALKER. This is my first year at the institution. From what I gather from the staff there it has been asked for before.

COMPUTERS—CHANGE OF DESIGNATION.

Would the committee object to my speaking on one point—that is, to change the name of "computer" to "assistant?"

Mr. BRICK. What is the idea of changing the name?

Admiral WALKER. The computers not only compute, but at the same time they have to be observers. They are really assistant astronomers.

Mr. LITTAUER. Instead of five computers, you want to call them five assistants?

Admiral WALKER. Yes, sir; and two assistants at a thousand dollars each, who are the assistant spectroscopists, making them all assistants—five at \$1,200 and two at \$1,000. We do no spectroscopic work.

Mr. LITTAUER. How can you use this man?

Admiral WALKER. He has been appointed.

Mr. LITTAUER. It does not make any difference. This is an appropriation for an assistant in spectroscopic work. I do not think you have any right to use him.

Admiral WALKER. I have nothing to do with it. It is with the Secretary of the Navy.

Mr. LITTAUER. Has not this computing work lagged behind simply because these five computers do not do the work they are assigned to do?

Admiral WALKER. No, sir.

Mr. LITTAUER. I mean as computers?

Admiral WALKER. And observers.

Mr. LITTAUER. But these are computers?

Admiral WALKER. They compute their own observations.

Mr. LITTAUER. They are down here as computers.

Admiral WALKER. They are also supposed to be observers.

Mr. LITTAUER. You have one at \$1,400, and three assistant astronomers. They must do the observing?

Admiral WALKER. We have two assistant astronomers at \$1,800 and one at \$2,400.

Mr. LITTAUER. Those are the observers?

Admiral WALKER. Yes, sir; and we have nine instruments.

Mr. LITTAUER. I must believe it was the original intention when Congress added five computers to this appropriation that these men were to do this work.

Admiral WALKER. They do compute their own observations.

Mr. LITTAUER. How much of their time do they devote to computing and observing?

Admiral WALKER. About half and half. The observing, of course, is done at night.

Mr. LITTAUER. Is it necessary that they should observe?

Admiral WALKER. Yes, sir. Of course a man could not observe two, three, or four nights in succession on stars. They have to interchange work. A man serves for two nights and then computes.

Mr. LITTAUER. You want to call the computers assistants, and you want to leave the two assistants at \$1,000?

Admiral WALKER. If you please.

BUREAU OF CONSTRUCTION AND REPAIR.

STATEMENT OF MR. MICHAEL D. SCHAEFER, CHIEF CLERK.

DETAIL OF NAVAL OFFICERS.

Mr. LITTAUER. How many officers have you detailed from the Navy to your Bureau?

Mr. SCHAEFER. I think there are but six.

Mr. LITTAUER. How many clerks have you in the Bureau?

Mr. SCHAEFER. Fifty-two.

Mr. LITTAUER. Are the officers directly engaged in supervising the clerical work, or do they have a separate branch of work?

Mr. SCHAEFER. The officers attached to the Bureau are engaged in supervising various departments of the Bureau's work, and indirectly

they exercise general supervision over such parts of the clerical work as affect their departments.

Mr. LITTAUER. They do not supervise the clerical work of the office, but look after the technical part, or matters of that kind, separate from the clerical force?

Mr. SCHAEFER. Yes, sir.

Mr. LITTAUER. What duties do they perform?

Mr. SCHAEFER. The chief constructor is responsible for the general administration of the whole Bureau, arranges for the distribution of work among all the subordinates, and gives personal attention to all important questions affecting the administration of the Bureau, and the construction, maintenance, and repair of vessels, including supervision over the work of the Bureau of Construction and Repair at the various navy-yards and private shipbuilding yards where Government work is being performed. All orders affecting work under the cognizance of the Bureau are issued by the chief constructor. The naval constructors on duty in the Bureau of Construction and Repair are charged, under the general direction of the chief constructor, with responsibility for the supervision of work being performed under contract, changes on vessels under construction, and all claims in relation thereto, work of maintenance and repair at the various navy-yards, new design work in the Bureau of Construction and Repair, experimental work, and work at the model basin, and other work of a technical or strictly professional character. It should be noted in this connection that the number of officer assistants in the Bureau of Construction and Repair, considering the volume of work, is very much less than that in other bureaus of the Navy Department.

Mr. BURLESON. Could not civilian employees do this as well as naval officers?

Mr. SCHAEFER. It should be borne in mind that this is the Bureau of Construction and Repair; that the officers above referred to are naval constructors, specially trained for the character of work they perform, and the compensation of such officers is very much less than that of civil officials performing similar work in private establishments. Such officers remain in one detail much longer than line officers, since they are not subject, ordinarily, to orders for sea duty, and in this manner, by reason of continuous work of the same general character, they acquire greater proficiency and can dispose of, satisfactorily, a greater quantity of work than would be possible for officers subject to intermittent details.

Mr. LITTAUER. They remain for a longer period of years in the Department?

Mr. SCHAEFER. Ordinarily their tour of duty at shore stations is for a longer period than that of line officers, since, even were officers available therefor, the number of naval constructors whom it would be advantageous to attach to fleets would be very small.

Mr. LITTAUER. You say they do not supervise the work of the clerical force, but you have a sum within \$120,000 to be expended for what you might call more of a scientific force?

Mr. SCHAEFER. I meant to convey the idea that, although the officers in the Bureau do not directly supervise clerical work, they have general supervision over such parts of it as affect matters under their

jurisdiction, and have entire direction of the drafting force and employees engaged in scientific and strictly technical work.

Mr. LITTAUER. Of which you expend some portion—I notice \$75,000 last year?

Mr. SCHAEFER. Yes, sir.

Mr. LITTAUER. And there are 46 employees in the drafting office?

Mr. SCHAEFER. Yes, sir.

Mr. LITTAUER. Do they look after the work of these men more intimately than they do the work of the clerical force? Are there any subdivisions in this work?

Mr. SCHAEFER. The drafting department is divided into practically three divisions—those engaged on general drafting work in connection with vessels under construction or undergoing large repairs; those engaged on drafting work in connection with new designs, including designs of battle ships, armored cruisers, scouts, torpedo-boat destroyers, and auxiliaries of every character; and those engaged in scientific calculations respecting new design work or extensive changes in vessels under repair. All questions of changes or alterations in vessels under repair at navy-yards are also referred to the drawing office for criticism in connection with their effect upon other portions of the vessel's structure, the approval of the Bureau being necessary before any changes or alterations under its cognizance can be made on naval vessels.

DRAFTSMEN AND EXPERTS.

Mr. LITTAUER. Are the draftsmen and experts who are paid out of this "Increase of the Navy" appropriation usually employed the year round?

Mr. SCHAEFER. Yes, sir.

Mr. LITTAUER. Is there not an ebb and flow in the amount of employment given to these men?

Mr. SCHAEFER. No, sir.

Mr. LITTAUER. It is practically a permanent force?

Mr. SCHAEFER. Yes, sir; it is practically a permanent force, since the constant development of naval matériel makes it obligatory for the Bureau to keep constantly in touch with work of a similar character being performed elsewhere, and to make plans and calculations with respect to such improvements in design of vessels as may be necessary. It is also necessary for the Bureau's technical force to pass upon practically all general and detail plans at navy-yards and at the various private yards at which vessels may be building for the Navy, this work alone involving a very great amount of technical criticism in order that the work under cognizance of the Bureau, at each station, may be performed to the best advantage, utilizing therein the accumulated experience of the Bureau as derived from all stations and its various sources of information as to the best foreign practice in such matters.

AUTHORITY TO EMPLOY DRAFTSMEN, ETC.

Mr. LITTAUER. Did you not include in your estimates the paragraph that the services of draftsmen and other technical services as may be deemed necessary shall be continued?

Mr. SCHAEFER. Yes, sir.

Mr. LITTAUER. You could not use them here in Washington in the absence of this authority?

Mr. PETERS. We expected authority to use them.

Mr. LITTAUER. Why did you leave it out of the estimates?

Mr. PETERS. I guess that was an oversight. The Secretary of the Navy is very, very busy. That was an oversight of mine.

DETAIL OF OFFICERS.

Mr. BINGHAM. In the details from the naval establishment to your Bureau have you any officers of the Navy other than naval constructors and assistant constructors?

Mr. SCHAEFER. No, sir.

Mr. BINGHAM. Nothing but your own corps?

Mr. SCHAEFER. That is all.

"HURRY-UP" ORDERS.

Mr. BURLESON. As I understand, the last "hurry-up" order that was given for repairs to a naval vessel necessitating an increased cost of 40 or 50 per cent in the aggregate amount was given for the purpose of meeting the necessities of the naval review which was held at Oyster Bay?

Mr. PETERS. I can not say that that was the last one.

Mr. SCHAEFER. The last one, I think, was in connection with some work on the *Louisiana*. I would like to have the opportunity of consulting the records, however, in order to verify this statement. (Note: Since examining the records of the Bureau of Construction and Repair I find that there was no overtime work ordered on the *Louisiana*.) Overtime work is only ordered after specific approval thereof by the Department, and is confined to that necessary for the completion of such repairs as are required to prevent interference with the movements of the fleet.

Mr. BURLESON. The last one was in connection with the *Louisiana*, and the next to the last "hurry-up" order was that in connection with the naval review at Oyster Bay. When was the one before that?

Mr. PETERS. I am afraid you are getting a wrong impression. He (Mr. Schaefer) is speaking for one bureau in the Navy Department. Each bureau has a department in every navy-yard in the country. If the repairs to a ship require only repairs to the engines, the Construction Bureau would not have anything to do with it.

Mr. BURLESON. All these orders, as I understand, are issued from the Navy Department here in Washington—these "hurry-up" orders which necessitate the increased expenditure of about 50 per cent. Am I right about that?

Mr. SCHAEFER. Yes; you are right about that.

Mr. BURLESON. A record is kept here?

Mr. PETERS. They emanate from the captain of the vessel. He says that there is something the matter with the ship. He is ordered to take the ship to such a place at such a date and have the repairs made.

Mr. BURLESON. Is a "hurry-up" order given whenever an accident happens to a ship?

Mr. SCHAEFER. No, sir.

Mr. BURLESON. That is what I am talking about. I am talking about the "hurry-up" orders where overtime is charged and night work is allowed, where it entails an increased expenditure upon the part of the Government to complete the work. That is the character of orders I am talking about. They are all issued here in Washington?

Mr. SCHAEFER. Yes, sir; here.

Mr. BURLESON. A record is kept here in Washington?

Mr. PETERS. Yes, sir.

Mr. BURLESON. Then, when you revise your remarks, I wish you would put in a little tabulated statement showing all orders of that character that have been made during the last year.

Mr. PETERS. It is not within the province of the chief clerk. It is not within his province and he has not a record of it. It would be simply impossible to do that.

Mr. BURLESON. I thought the chief clerk was the keeper of the records. You are the chief clerk?

Mr. PETERS. Yes, sir.

Mr. BURLESON. All these records are practically under your direction and control?

Mr. PETERS. No, sir; each Bureau keeps its own records.

Mr. BURLESON. These records are accessible to you?

Mr. SCHAEFER. Yes, sir; so far as they pertain to the records of the Bureau of Construction and Repair.

Mr. BURLESON. When you revise your remarks I would be glad if you would put in a little table showing the "hurry-up" orders that have been issued during the last year.

Mr. SCHAEFER. I think these are questions which could best be answered by the Chief of Bureau.

Mr. BURLESON. Do you object to furnishing that information?

Mr. SCHAEFER. Not at all, sir.

Mr. BURLESON. What is the objection to giving this information?

Mr. SCHAEFER. There is no objection whatever; but it will necessitate a search of the records under each individual ship upon which repairs have been made during the past year.

Mr. BURLESON. It is just asking for what the records disclose at the Department.

Mr. SCHAEFER. You want a list of the "hurry-up" orders issued last year which involve overtime work with extra pay?

Mr. BURLESON. Yes, sir.

Mr. SCHAEFER. I can give you those emanating from the Bureau of Construction and Repair, but it will take some time to search the records. There may be repairs to machinery, for instance, which would not come under our Bureau at all.

Mr. BURLESON. Very well.

BUREAU OF ORDNANCE.

STATEMENT OF MR. E. S. BRANDT, CHIEF CLERK BUREAU OF ORDNANCE, NAVY DEPARTMENT.

CHIEF CLERK.

Mr. LITTAUER. In the Bureau of Ordnance you have submitted an increase in compensation for one clerk and an increase for one chief clerk.

Mr. BRANDT. We have an increase of one chief clerk. This is the only clerk at \$1,600.

Mr. LITTAUER. It is an increase of two and two messenger boys?

Mr. BRANDT. Yes, sir.

Mr. LITTAUER. What brings about the necessity for that?

Mr. BRANDT. The increased work of the Department. The work in our Bureau is getting a great deal behind, notwithstanding that we work overtime and do all that we can to keep up.

Mr. LITTAUER. What is the character of the work that has increased?

Mr. BRANDT. The technical details and correspondence.

Mr. LITTAUER. The technical details are largely taken up by the draftsmen and men of that character?

Mr. BRANDT. It is the details which the ordinary clerk can not handle. We must have men who understand the work.

Mr. LITTAUER. How many officers of the Navy have been detailed to this Bureau?

Mr. BRANDT. Ten line officers.

Mr. LITTAUER. Any of them on the retired list?

Mr. BRANDT. None in our Bureau.

Mr. LITTAUER. Are these men permanently stationed there?

Mr. BRANDT. They go to sea and come back.

Mr. LITTAUER. Do you design ordnance?

Mr. BRANDT. Yes, sir.

Mr. LITTAUER. Are these people to do designing?

Mr. BRANDT. Yes, sir; and professional work, such as looking over the correspondence and handling details that belong to the profession. They would handle such matters as the accident to the *Missouri*. They look into details and report to the chief from day to day how the work is going on.

Mr. BURLESON. Is there not one of these naval officers who could discharge the duties of a civilian employee?

Mr. BRANDT. Not entirely so. We had a case recently where a gentleman wanted particular information, which could have been prepared and furnished if we had had a clerk, and it had to be done by a naval officer. We want what we call a stop clerk or estimate clerk to keep in touch with the entire amount of naval ordnance material on hand, so as to be able at any time to know the amount we have.

Mr. LITTAUER. This is a clerk of class 2?

Mr. BRANDT. Yes, sir. The record work has been going constantly behind. We do not keep the records up very regularly. The correspondence is kept up to date. To use an example: If we want to

find out why we have adopted a certain kind of gun in the service, we have to go to our record, and there is no way to get it except by going to the correspondence. We want to tell why this certain kind of material was adopted.

Mr. BURLESON. Do you mean an index?

Mr. BRANDT. It is rather a daybook. If we want to refer to a certain matter we have to ascertain it from the record.

Mr. BINGHAM. You want an increase of \$250 for your chief clerk. It was some years of labor to establish throughout the Navy Department a fixed and regular compensation for chief clerks, and it was during Mr. Long's administration that we determined to give each chief clerk \$2,000. I am not especially familiar with the details to-day, but I do not think that we have made a change in those recommendations since the time of Secretary Long. I think this is the first request for an increase of a chief clerk. How many is your subordinate force to the chief clerk?

Mr. BRANDT. It is 27.

Mr. LITTAUER. Including the technical draftsmen?

Mr. BRANDT. Yes, sir.

Mr. LITTAUER. How many on that outside roll?

Mr. BRANDT. We have 17 clerks. I think last year or the year before last the Secretary of the Navy submitted an estimate for an increase for our chief clerk, but the committee did not approve it.

MESSENGER.

Mr. LITTAUER. For what do you need two extra messenger boys?

Mr. BRANDT. In our building we have about ten rooms. We have two rooms in the Mills Building. It takes all the boys' time to run messages and keep the place clean.

Mr. BURLESON. Have you any telephones?

Mr. BRANDT. They have just time to keep the place clean and fix it up.

Mr. LITTAUER. Do the boys do the cleaning?

Mr. BRANDT. They clean up spittoons and everything.

Mr. BURLESON. I thought you had charwomen for that work.

Mr. BRANDT. The charwomen do the work in the corridors. We have all our offices in one room practically, except the chief and assistant chief. We could not get a man to move the cases back and get the dirt out, and we had to do the work ourselves. Those two messenger boys are really necessary. The estimates made there are very conservative. We asked for more than that, but they cut it down. Those two clerks really ought to be allowed. The work can not really be kept up, considering the increased tonnage of the Navy. It is more than the present force can handle. As a business man I would not handle it in that way.

BUREAU OF SUPPLIES AND ACCOUNTS.

STATEMENT OF PAY INSPECTOR SAMUEL M'GOWAN, ACCOMPANIED BY MR. P. A. TUCKER, CHIEF CLERK.

DETAIL OF NAVAL OFFICERS.

Mr. LITTAUER. How many officers have you on the active or retired list in connection with your Bureau?

Pay Inspector MCGOWAN. Seven active.

Mr. LITTAUER. How many on the active list and how many on the retired list?

Pay Inspector MCGOWAN. They are all on the active list.

Mr. BURLESON. All members of the line?

Pay Inspector MCGOWAN. All pay officers.

Mr. BURLESON. They are not line officers?

Pay Inspector MCGOWAN. No, sir.

CLERICAL FORCE—INCREASE OF.

Mr. LITTAUER. You ask for an increase of clerical assistance this year?

Pay Inspector MCGOWAN. Yes, sir.

Mr. LITTAUER. And you now have three details from other bureaus?

Pay Inspector MCGOWAN. Yes, sir.

Mr. LITTAUER. What condition is your work in?

Pay Inspector MCGOWAN. As to being up to date?

Mr. LITTAUER. Yes, sir.

Pay Inspector MCGOWAN. Generally speaking, it is to a certain extent up to date, because it is of such a nature that it must be up to date. A large part of it, however, and some of the most important, must wait to take its turn.

Mr. LITTAUER. How much overtime do you have in your Bureau?

Pay Inspector MCGOWAN. A great deal.

Mr. LITTAUER. Necessitated by what?

Pay Inspector MCGOWAN. By the shortage in clerks as compared with the volume of work.

CLERKS—DETAIL OF.

Mr. LITTAUER. If we gave you the additional clerks you ask for, which are five clerks and one assistant messenger, would you be able to send back the details?

Pay Inspector MCGOWAN. That is about offset by the opposite detail which we pay for and which we do not have the services of. Mr. Tucker can explain that.

Mr. LITTAUER. Please do so.

Mr. TUCKER. We have one clerk in our Bureau who is carried on the rolls of the Secretary's office at \$1,800. We have one clerk on our rolls who works in the Judge-Advocate's office at \$1,200. The number is balanced.

Mr. LITTAUER. How long has that been so?

Mr. TUCKER. That has been so for quite a long while, although there was a change recently in the status of one of them. We did have last year one clerk in the Bureau of Construction and Repair

on the rolls of that Bureau at \$1,600 working in our Bureau, but about a month or so ago a change was made and the same man was promoted to \$1,800 on the Secretary's roll.

Mr. LITTAUER. Why can not you get the rest of the clerks that you need from the Secretary's roll or some other roll?

Pay Inspector McGOWAN. I do not know as to the exact facts regarding these details. They are not made by us.

Mr. LITTAUER. There is no need of your coming to us for additional clerks when you can get all you need in one way or another?

Pay Inspector McGOWAN. I beg pardon; that is entirely handled in the Secretary's office. We are absolutely without any authority in the matter, and the total number of clerks would be the same even by this adjustment that you point out. The total number would necessarily be the same, and the total number required would be necessarily as great.

Mr. LITTAUER. Is there anything else?

Pay Inspector McGOWAN. No, sir; nothing but the additional clerks; but I should very much like to put you gentlemen in possession of the exact facts in regard to the situation, as this matter of additional clerks is a most important one.

In order that you may know that I myself am not and can not be personally interested in this matter in any way, I desire to say that I shall shortly go to sea. I shall very soon leave the Bureau of Supplies and Accounts, and any increase that you see fit to make in the number of clerks allowed can not, therefore, possibly benefit me personally in any way, directly or indirectly. I have been in the Bureau of Supplies and Accounts, however, nearly three and a half years, during the most of which time I have been assistant to the Paymaster-General. I have had abundant opportunity for personally observing the work of the clerical force, and what I say to you is not second hand, but of my own personal knowledge, gained by actual experience. As to why these details of clerks are made and why a man may be paid on one roll and work in another bureau, I am not prepared to explain; and, as it is a matter coming within the control of authority superior to me, I shall certainly not criticise or comment upon it. Waiving these technicalities, however, I wish to assure you that the Bureau of Supplies and Accounts is not to any appreciable extent the beneficiary of this practice; and furthermore, that whatever technical objections there may be to the practice, every dollar which you gentlemen appropriate for the pay of clerks anywhere in the Navy Department is honestly expended for work done. The five additional clerks and one assistant messenger asked for in the estimate of the Paymaster-General are absolutely needed in addition to the force now employed, in order to keep the work up to date and to lessen the present strain on the force, which has almost reached the limit of endurance.

Overtime is the rule, rather than the exception, in the Bureau of Supplies and Accounts. The large majority of the responsible clerks in charge of important work habitually remain many hours overtime almost every day. Some of them are there nearly every night, and many of them are there at sometime or other on every Sunday and every holiday. As to the exact percentage of clerks who remain, or the exact number of hours overtime work done by each of them, I am unable to make any definite statement of figures; but I simply

know that whenever I have had occasion to visit the Bureau after hours or at night or on Sundays or holidays I can not recall more than perhaps one occasion when I did not personally see one or more clerks engaged upon official work of the Bureau of Supplies and Accounts. How many were engaged that I did not see I, of course, can not tell; hence it would not be practicable for me to even approximate the percentage of overtime; but I can tell you this, that there are not a few of the very best clerks we have upon whom the strain of this long overtime work has plainly left its mark since I have been there, and who are from day to day showing more unmistakably the effect of having to do this extra work, for which they get no pay. I am sure that no more faithful and tireless group of workers will be found anywhere in the Government service than there are right now in the Bureau of Supplies and Accounts. They are not complaining, but simply working on day by day faithfully and without a murmur; but to one who can see how hard they work it is nothing less than pitiful, and God knows how they have held out as long as they have. I said that the work was, in a measure, up to date, because it had to be up to date. By this I mean that the work of the Bureau of Supplies and Accounts is of such a nature that almost all of its most important work is rush work and must some way or other be done immediately whether there are men to do it or not. The result is that the volume of work which falls on many individuals in the Bureau is tremendous; and when the times of special emergency arise it simply means that these men work into the night, and, if necessary, half the night, in addition to their full day's work, because the business has to be finished no matter at what sacrifice.

The increase asked for in this estimate is not by any means intended to simply lighten the work all along the line, but is calculated to allow each clerk to do something near, and not very much more than, one day's work each day. They are all, or practically all, of them doing far more than a day's work every day now; whereas many of them, and many of the most important ones, are doing frequently in a day at least a day and a half of work and sometimes as much as two days' work.

The pay officers attached to the Bureau, while assigned to charge of important work, are, by the same necessity, compelled to also perform clerical service; and they are engaged upon work of that character for a part of each official day and often much beyond. It should not be so; but the work is there to be done, and they are none of them above doing it. Every one of them does, without question or cavil, any and all work that comes to his hand.

FRIDAY, *November 30, 1906.*

DEPARTMENT OF THE INTERIOR.

STATEMENT OF MR. JESSE E. WILSON, ASSISTANT SECRETARY
OF THE INTERIOR.

OFFICE OF THE SECRETARY.

MR. LITTAUER. I wish to call your attention to the following language in the estimate:

Sixteen additional members of the board of pension appeals, to be selected and appointed by the Secretary of the Interior from persons not now or heretofore employed in the Pension Office and without compliance with the conditions prescribed by the act entitled "An act to regulate and improve the civil service," approved January 16, 1883, for the fiscal year 1907, at the end of which year said employments shall cease, at \$2,000 each, and vacancies occurring in this force of 16 additional members of the board of pension appeals during the fiscal year 1907 shall not be filled.

What justification have you, in view of that legislation, for submitting in your estimates the continuance of that force?

MR. WILSON. I can explain it in this way: Four years ago the office that I now have charge of in round numbers was a little over 16,000 appeals behind. That is when these 20 additional members were given by Congress. Succeeding that time the appeals ran, in round numbers, 500 a month up to within about a year ago—averaging about 500 a month.

MR. LITTAUER. Right there let me ask you, can you tell me what number they were reduced to a year ago?

MR. WILSON. About 3,000, I think. Now, we have been disposing of nearly a thousand appeals a month. During part of last year some of our men resigned, and their places were not filled. We could have filled them this last year, but not this fiscal year. We have on the board 4 less men than we had during that previous four years, and the clerical force is 5 less. The appeals have increased to between eight and nine hundred a month since last February.

MR. TAWNEY. What influence is it that has caused this increase, or what condition has caused it?

MR. WILSON. The only reason I can give is this, that when we were 16,000 behind before they could get an action on an appeal it took about two years. When we got down to current business they could then get an action within 60 days, and they appeal more frequently. Of course the reversals have been less in the last year or two than before.

MR. LITTAUER. Can you tell us the percentage of reversals?

MR. WILSON. The last year it was over 9 per cent.

MR. TAWNEY. Are they deciding these cases as rapidly as formerly?

MR. WILSON. Yes; I think so. I can give you the figures on the cases decided if you would like to have them each year.

MR. LITTAUER. Please have the table put in the hearing, if you can.

MR. WILSON. Yes.

Following is the statement:

By way of comparison I invite your attention to the following statement showing the number of appeals and motions which have been filed and disposed of each year since July 1, 1894:

Filed from—

July 1, 1894, to June 30, 1895	5, 227
July 1, 1895, to June 30, 1896	5, 122
July 1, 1896, to June 30, 1897	5, 862
July 1, 1897, to June 30, 1898	13, 307
July 1, 1898, to June 30, 1899	9, 657
July 1, 1899, to June 30, 1900	8, 135
July 1, 1900, to June 30, 1901	6, 955
July 1, 1901, to June 30, 1902	8, 677
July 1, 1902, to June 30, 1903	9, 417
July 1, 1903, to June 30, 1904	9, 715
July 1, 1904, to June 30, 1905	6, 736
July 1, 1905, to June 30, 1906	7, 816

Disposed of during the year ending—

June 30, 1895	6, 576
June 30, 1896	4, 605
June 30, 1897	5, 075
June 30, 1898	5, 406
June 30, 1899	5, 628
June 30, 1900	6, 123
June 30, 1901	6, 299
June 30, 1902	9, 100
June 30, 1903	13, 719
June 30, 1904	10, 496
June 30, 1905	13, 713
June 30, 1906	10, 173

SUPPLEMENTAL STATEMENT.

For your information I submit the following statement showing the work of the board during the succeeding three months, including the period from July 1, 1906, to September 30, 1906:

ORIGINAL MERIT APPEALS.

Pending July 1, 1906	1, 445
Filed from July 1 to September 30, 1906	2, 223
	3, 668
Disposed of during that period as follows:	
Affirmed July 1 to September 30, 1906	1, 474
Reversed July 1 to September 30, 1906	168
Dismissed (recessions 272; other causes 42)	314
Canceled	0
	1, 956
Pending October 1, 1906	1, 712

Mr. LITTAUER. Now, even on this showing that you make here, what is the use of continuing this board?

Mr. WILSON. There are 10,173 appeals disposed of.

Mr. LITTAUER. Appeals during the past fiscal year—only the new applications for appeal—were 7,800, a difference of 2,300; and at the beginning of the year you only had 3,000 on hand unadjusted, consequently there are now only about 400 unadjusted.

Mr. WILSON. But the appeals are coming in between eight and nine hundred a month now.

Mr. BURLESON. Can not the regular office force dispose of that?

Mr. WILSON. I do not see how they can, when we only disposed of

about a thousand a month when we had four members more than we have now.

Mr. BINGHAM. Do you think that the advancing years of the soldiers and the additional complications of diseases is a qualifying reason why this increase has resulted in appeals?

Mr. WILSON. They file more applications. Of course they can dispose of applications quicker in the Pension Bureau, as I understand it, where they file them for increases, because they have the evidence there, and all we get is the additional evidence. Then if they take an appeal we brief the whole case clear back, examine the entire record. Sometimes we have a bushel basket full of papers.

Mr. LITTAUER. Is this the only board of appeal, or is there a board of appeal in the Pension Office?

Mr. WILSON. I think so. We have the last appeal.

Mr. LITTAUER. Have you not a regular permanent force in addition to this temporary force?

Mr. WILSON. There are twelve members on the permanent force.

Mr. LITTAUER. At present there are 28 men doing this work?

Mr. WILSON. Yes, sir.

Mr. LITTAUER. Do you suggest the continuance of this entire body of 16 men, as per your estimate?

Mr. WILSON. I do.

Mr. LITTAUER. Do you believe that you can find work for them?

Mr. WILSON. I do.

Mr. LITTAUER. Not according to the figures you have before you.

Mr. WILSON. If the appeals come in at the rate of between eight and nine hundred a month we certainly can for another year.

Mr. LITTAUER. In what month did they reach 900?

Mr. WILSON. Last October they reached 931.

Mr. LITTAUER. What have they been in November?

Mr. WILSON. Seven hundred and seventy.

Mr. LITTAUER. Can you give us the numbers for the last nine months?

Mr. WILSON. I made a report to the Secretary of the 1st of October up to the first of last year. There were 7,816 appeals filed up to July 1.

Mr. TAWNEY. Are these all kinds of appeals?

Mr. WILSON. All kinds of appeals.

Mr. TAWNEY. How many soldiers are on the pension roll?

Mr. WILSON. I do not know.

Mr. TAWNEY. You haven't the figures?

Mr. WILSON. No, sir; but nearly a million, I think.

Here are these other figures. During the seven months up to the time I made my report to the Secretary, commencing February, 1906, there were filed 5,689 appeals. Now, add to that 931 for October and 770 for November and you get the number of appeals filed since last February.

Mr. LITTAUER. That would be 821 appeals a month.

Mr. BINGHAM. Are these appeals largely from the soldiers or the widows?

Mr. WILSON. Of course the majority of them are from the soldiers, but then there are the widows, too.

Mr. BINGHAM. Do you have many widows' appeals?

Mr. WILSON. Yes, sir; there are a large number of division pension appeals coming up to us now—that is, where soldiers have deserted their widows or live in Soldiers' Homes, and the wives come in and ask for division. In those cases we try to find out who is at fault in the separation.

Mr. TAWNEY. Do those cases come to the board of appeals briefed by the Bureau?

Mr. WILSON. Yes; they make a face brief, a short brief, showing the grounds of rejection on a slip that is filed with the papers, and all of the papers come to us to be gone over. Then we have bounty land appeals that come up, but there are not so very many now.

Mr. LITTAUER. May it not be that this record for the last seven months is a mere spurt? You see that it is an increase of an average of 70 appeals a month, or more than a quarter increase during the last seven months. Now, it can only be as you stated, that it is so easy to get a prompt response to an appeal that induces it. What proportion of the refusals for increase are appealed?

Mr. WILSON. I do not know.

Mr. LITTAUER. Mr. Commissioner, can you tell?

Commissioner WARNER. No, sir; I can not.

Mr. TAWNEY. In going over these cases, the questions involved are almost all questions of fact, are they not?

Mr. WILSON. No; we have a great many legal questions. We have to take under consideration the marriage laws of every State in the Union. We have the division of pension cases, and the question of widows' rights.

Mr. TAWNEY. But the great bulk?

Mr. WILSON. Oh, yes; the large majority are.

Mr. TAWNEY. The division cases arise out of questions of dividing the pension between the wife and the husband, or widows or minors; but the great bulk of cases involves merely questions of facts?

Mr. WILSON. Yes.

Mr. TAWNEY. Would it not be less expensive, and would it not be equally practicable, to organize in the Pension Bureau a division of appeals that would consider and go over these cases, taking the very best men they have there, organizing a division of appeals, and have the cases reviewed on the application for appeal?

Mr. LIVINGSTON. That is what I think they have now.

Mr. WILSON. That is what this board is. While it is a board under the supervision of the Secretary of the Interior, that is the only difference.

Mr. TAWNEY. Why couldn't you take the employees we have now in the Pension Office, without increasing it at all? If it becomes necessary should this board go out of existence to have the board increased, why organize a division of appeals right there and abolish that board?

Mr. WILSON. I do not think it would satisfy the claimants as well as to have somebody separate from the original body that passes upon the claims to decide the question. The same would be true in the Land Office.

Mr. BURLESON. You think that this ought to be continued one more year?

Mr. WILSON. Yes; and that the vacancy be not filled.

Mr. BURLESON. I can not understand the logic of that proposition. Why only one more year? Why not five or six years upon the showing that you have made?

Mr. WILSON. These appeals may fall off.

Mr. BURLESON. Was the reason that you said one more year because you believed that they will fall off?

Mr. WILSON. With the appeals that are coming in now, and the 1,400 that we are behind, it seems to me that we could safely say that we would have work for this number of men for another year.

Mr. TAWNEY. Have you ever made any study of the question as to whether or not these cases that are appealed are represented principally by attorneys here in the city of Washington.

Mr. WILSON. Well, not principally; no. I know a large number of attorneys out in other places. There is a firm of attorneys in Indianapolis, Fitzgerald & Delpt, that handles as many appeals as I know of.

Mr. LIVINGSTON. What fees are they allowed?

Mr. WILSON. Ten dollars.

Mr. BINGHAM. In relation to the question of appeals, are these largely original applications upon which the appeal is based and refused by the Department, or are they pensions already granted, or applications for increase?

Mr. WILSON. The majority are for increase—that is, the invalid pensions.

Mr. BINGHAM. The examination is made by the board of surgeons, in the respective districts of the country, of the soldier, first, for the original, or increase. Then they are sent with their recommendations to your Department for a pension. The Department passes judgment, and certifies its conclusion as to what the soldier is entitled to. He takes exception to that, and makes an appeal. That appeal goes first, as I understand it, to the Pension Office—

Mr. WILSON. Not the appeal—

Mr. BINGHAM (continuing). Where it goes before the board of surgeons that pass judgment upon it.

Now, is that the final judgment, the board of surgeons in the Pension Bureau, or is there a supervisory board in the Bureau, that after the board of surgeons has examined and passed judgment, to which they can appeal?

Mr. WILSON. Of course I am not familiar with all the practice of the Pension Bureau, but I understand that after the matters have gone through the different divisions that when an appeal is taken they refer it to a medical referee down in the Pension Office quite often, and he makes a decision on the question. If they are not satisfied with this decision, it comes to us and we pass final judgment on the appeal, taking the whole case into consideration. The medical questions we usually refer to our doctors. We have five doctors on this board of appeals.

Mr. TAWNEY. Will not this result, that if you get your work up current this board of appeals will have to pass upon practically all of the cases that are rejected, finally rejected, by the Bureau of Pensions?

Mr. WILSON. If they appeal, it would; yes.

Mr. TAWNEY. When they know that they can appeal without any expense to themselves, and can get the judgment of another tribunal

on the question of rejection within sixty days, why will it not necessarily result in practically all the rejections being appealed to this board of appeals?

Mr. WILSON. I could not say.

Mr. TAWNEY. If the work is kept up current, it will result necessarily in the permanent retention of this board for that purpose.

Mr. WILSON. It might have some tendency to do that, but I could not say. I know that in other litigations—

Mr. TAWNEY. But in other litigation the appellant is obliged to pay the expenses of the appeal, and his attorney, before advising him to take the appeal, goes over the question very carefully to see whether there is a prospect of success. But the mere fact that this appeal can be obtained without any expense, and that it will give the applicant the judgment of another tribunal on the question, and another chance, would, it seems to me, logically, if the work is kept up current, result in practically all rejections coming to this board of appeals.

Mr. LITTAUER. You stated a moment ago that a little over 9 per cent of the appeals are acted upon favorably. Is that the record for the past fiscal year, or the record of previous fiscal years as well?

Mr. WILSON. For the past fiscal year.

Mr. LITTAUER. Is that an increase over the previous year?

Mr. WILSON. No; a decrease.

Mr. LITTAUER. Then 9 per cent of the appeals granted a further increase to the pensioner?

Mr. WILSON. Yes, sir.

Mr. LITTAUER. What proportion was there in previous years?

Mr. WILSON. Well, it was quite a good deal less than the two previous years.

Mr. LITTAUER. What was the percentage in the two previous years?

Mr. WILSON. I think something like 15 per cent for each year.

Mr. LITTAUER. In the previous years then there were fifteen allowed and eighty-five disallowed out of a hundred, and during the past year a little over 9 per cent?

Mr. WILSON. And previous to that I think it ran about 8 or 9 per cent.

Mr. LITTAUER. Is there any particular character among these appeals that should make that percentage so large; is there any different view that the board takes of the pensioners' claims than the Pension Office takes?

Mr. WILSON. Oh, sometimes we take a different view; yes. But sometimes new rulings and new decisions under the rulings, new orders, might have a tendency to increase the appeals.

Mr. TAWNEY. Can you give the committee information as to what percentage of the appeals taken from the disallowances of increased pensions are reversed?

Mr. WILSON. No; I could not separate that.

Mr. TAWNEY. What I wanted to get at was whether it would result in any injury, any substantial injury, to the applicant if the right to appeal in cases of increased pensions was denied the applicant?

Mr. WILSON. Well, I think it would. I think if there is one man entitled to an increase he should be given a chance to take an appeal like any other court.

Mr. LIVINGSTON. Don't you think that 9 per cent is the highest kind of testimony that they all ought to have the right of appeal?

Mr. WILSON. I do.

Mr. LIVINGSTON. There is something wrong in Brother Warner's Bureau if they get 9 per cent out of it.

Commissioner WARNER. I rather think it is something wrong with the board of appeals.

Mr. BINGHAM. Does this board of appeals that we are now considering in this paragraph cover only questions of rejection by the Pension Bureau or Pension Office or does it also supervise the refusal on the part of the Pension Office to grant the soldier either his ten or twelve or fourteen or sixteen dollars a month?

Mr. WILSON. It takes in all of that.

Mr. BINGHAM. It takes in both?

Mr. WILSON. Yes, sir.

Mr. BINGHAM. Rejections, absolute, as well as qualified rejections, in the applications for increase?

Mr. WILSON. Yes; the amount he should receive.

There is one other class of appeals that I did not call attention to, and there are not very many of those. Attorneys are allowed certain fees under the law and rulings of the Department, and sometimes there is more than one attorney practicing in a particular case. Sometimes they are entitled to fees, and sometimes not. They have their applications down in the Pension Bureau, and if they are rejected they appeal to us to decide that question.

Mr. TAWNEY. I should think that that ought to be cut off.

Mr. LIVINGSTON. Does not the law fix their fees definitely?

Mr. WILSON. Yes; but the contest is between the two attorneys.

Mr. LIVINGSTON. I should think you could abolish that.

Mr. WILSON. There are not very many.

Mr. BRICK. I think we ought to get rid of that.

STATEMENT OF MR. E. M. DAWSON, CHIEF CLERK OF THE INTERIOR DEPARTMENT.

BOARD OF PENSION APPEALS.

Mr. LITTAUER. The board of pension appeals, appointed by the Secretary of the Interior, were reduced last year to 16, with the understanding that if any vacancy occurred in that force it should not be filled. How many vacancies have occurred during the year?

Mr. DAWSON. I can not tell you that.

Mr. LITTAUER. Is there any reason why that board should be continued?

Mr. DAWSON. Yes, sir. They have not caught up with the arrears of work.

Mr. LITTAUER. Don't you think that the force can be regularly employed and will be sufficient in a year or two, and that no damage can come because of the abrogation of that force?

Mr. DAWSON. I don't think the force can be reduced now and keep up with the work.

Mr. LITTAUER. And keep up with the work that is coming in?

Mr. DAWSON. Yes, sir; it is coming in fast. They report every

month, and I noticed in the last report that there were more received per month than were adjudicated during the month.

Mr. LITTAUER. Has the disposition of cases been kept up.

Mr. DAWSON. At about the same rate as before, and appeals have been coming in at about the same rate.

Mr. BINGHAM. What is the reason for the increase of those appeals?

Mr. DAWSON. There has been no increase in the number received that I recall, but the force has been reduced some.

Mr. LITTAUER. How many?

Mr. DAWSON. That I can not tell you.

Mr. LITTAUER. The force has been reduced two and the number of cases, according to my memory, was reduced to 20,000, and during the past year we find that there has been an impetus for appeals and a diminution of output. How many cases have you now on hand on this particular work?

Mr. DAWSON. I will furnish you a statement of that. I do not remember the number exactly.

Mr. BINGHAM. The memorandum shows that during the seven months commencing in 1896 there were 5,689 new appeals, an average of 800, showing an increase of 200 in the monthly average. What is the reason this increase should be so marked—an increase of 25 per cent?

Mr. DAWSON. I do not know, unless it is owing to the activity of the pensioners and the attorneys in appealing more cases.

Mr. LITTAUER. Are you familiar with this work?

Mr. DAWSON. Not thoroughly so. The Assistant Secretary, Mr. Wilson, is closely in touch with that.

PRIVATE SECRETARY.

Mr. LITTAUER. Can you give us any information as to why the private secretary to the Secretary of the Interior has been estimated at \$3,000 instead of \$2,500?

Mr. DAWSON. It is because of the important work he is doing in assisting the Secretary.

Mr. LITTAUER. He is private secretary to the Secretary? He is the Secretary's confidential man?

Mr. DAWSON. He is.

Mr. LITTAUER. They gave him \$2,500 formerly. His duties are not more important than they were last year?

Mr. DAWSON. He is doing the same work that he was doing last year. His work has always been confidential, and the present occupant has been of very great assistance to the Secretary.

Mr. LITTAUER. Every Secretary has a confidential man at a salary of \$2,500?

Mr. DAWSON. The present occupant is of peculiar assistance in the prosecution of land-fraud cases. He is of great benefit to the Secretary.

Mr. BURLESON. He was of great assistance when those prosecution cases began?

Mr. DAWSON. Yes, sir; he has always been of great assistance to the Secretary.

CONTINGENT EXPENSES.

Mr. LITTAUER. For contingent expenses you ask an increase of \$5,000.

Mr. DAWSON. We asked that last year; also after the bill had passed the House and was sent to the Senate we asked the Senate to increase it to \$110,000, and they increased it to \$105,000.

Mr. LITTAUER. It is now at \$95,000, where it was before?

Mr. DAWSON. Yes, sir. That was estimated last year, and afterwards conditions grew up that made necessary an addition to the amount. The Comptroller decided that certain expenses theretofore paid out of appropriations for the Geological Survey should be paid out of the appropriation for contingent expenses of the Department.

Mr. LITTAUER. In connection with the reclamation service?

Mr. DAWSON. No, sir. [Continuing:] Should be paid out of our contingent expenses. For instance, in connection with the gauging of streams, they have a lump sum, and expenses relating to that service used to be paid out of that fund; but the Comptroller decided that these should be paid out of the contingent fund of the Department of the Interior and its bureaus.

Mr. LITTAUER. So that thereby the appropriation was put in proper shape, but the appropriation for the gauging of streams was by that much increased.

Mr. DAWSON. Yes, sir; we had to bear all of that out of our contingent fund.

Mr. LITTAUER. From your experience so far you could not get along with \$105,000?

Mr. DAWSON. We will have to, but we can not provide properly for the usual and necessary expenses with less than \$110,000. It is a low estimate for the needs of the service.

SALARIES AND EXPENSES OF SPECIAL EXAMINATIONS.

Mr. LITTAUER. During the current year you have had an appropriation for salaries and traveling and emergency expenses for confidential agents for making special examinations, to be expended under the direction and approval of the Secretary of the Interior. Has any part of that been used so far?

Mr. DAWSON. The Secretary can tell you that. I do not know. That is a confidential fund. He is the only one who can tell you.

Mr. BURLESON. I was partly responsible for that, and it was not intended to be a special and eternal appropriation.

Mr. LITTAUER. We ought to have some advice about it. Will you call the attention of the Secretary to this matter and ask him whether it is desired to have that continued for another year?

Mr. DAWSON. I think that is his intention.

Mr. BURLESON. I think we ought to know why.

REPRODUCING WORK, CALIFORNIA.

Mr. LITTAUER. There is an item for reproducing work in the office of the surveyor-general of California.

Mr. DAWSON. They are at work on that, but the details can best be told by the representative of the General Land Office, who will be here.

EXHIBITS FOR PATENT OFFICE.

Mr. LITTAUER. Exhibits for the Patent Office. What has become of those?

Mr. DAWSON. We have disposed of a portion of them to the National Museum.

Mr. LITTAUER. What about the balance?

Mr. DAWSON. As to the balance, we have an arrangement with the owners of the building to take a lease for \$10,000 a year, so that their removal will not be necessary at this time.

Mr. LITTAUER. You were able to get the rent of this building reduced from \$18,000 to \$10,000?

Mr. DAWSON. Yes, sir; under protest. The owners protested, but they are willing to let it go at \$10,000 with the hope of getting more.

Mr. LITTAUER. Don't you anticipate the disposition of that entire collection?

Mr. DAWSON. There has been quite an objection raised on the part of inventors and patent attorneys against the scattering of these models.

Mr. LITTAUER. How have those protests been expressed?

Mr. DAWSON. In letters and petitions which the Patent Office has. The Patent Bar Association took the matter up and objected seriously. They had a hearing before the Commissioner of Patents in which they protested strongly against it.

Mr. BRICK. What need have they in California for a surveyor-general's office?

Mr. DAWSON. He has to make surveys of public lands and prepare plats of them. The Land Office officials can tell you definitely about that.

Mr. LITTAUER. You state that many people interested in patents have objected to the disposition of those models. Does it appear that those protests were worked up by men who wanted it continued?

Mr. DAWSON. No, sir.

Mr. LITTAUER. What arguments did they give?

Mr. DAWSON. That they were necessary to the proper examination of patent claims. They are very often required as important evidence in litigation over patent rights.

Mr. LITTAUER. What has been the importance of their use?

Mr. DAWSON. The Commissioner of Patents would know more about that than I.

Mr. LITTAUER. His advice to us was that they were seldom looked at.

Mr. DAWSON. I think his impression about that has probably changed somewhat.

Mr. LITTAUER. You ask for rent and storage for Patent Office exhibits. There is no number of thousands expressed in the text.

The CLERK. For rent and storage it remains at \$10,000.

Mr. LITTAUER. Is it expected to continue to rent that same building at \$10,000 right along under protest?

Mr. DAWSON. I suppose so.

Mr. LITTAUER. Is not \$10,000 too much rent for it?

Mr. DAWSON. It is very much less rent than that paid for any other building.

Mr. BRICK. You mean less proportionately?

Mr. DAWSON. Yes; less proportionately—less per square foot. It is about 18 cents per square foot, and some of our rents are much higher than that. It is a very low rate for the space that we occupy.

POSTAGE.

Mr. LITTAUER. You need more money for postage stamps?

Mr. DAWSON. Yes; that grows out of the large increase in the size and weight of the Patent Office Gazette, which we send abroad to libraries and to other Governments. They are granting nearly 700 patents per week, and it costs 19 cents each, weekly, to send the Gazette abroad by mail.

Mr. LITTAUER. It is caused by the heavy weight of the Patent Office Gazette?

Mr. DAWSON. Yes, sir; it will take about \$600 more yearly to meet that demand on the fund.

Mr. LITTAUER. Have you anything further to say?

CHIEFS OF DIVISIONS AND CHIEF ENGINEER.

Mr. DAWSON. There are one or two items passed over to which I wish to call attention. There is an estimate for increase in the pay of chiefs of division in the office of the Secretary. The Secretary has frequently urged that upon the committee, and he is just as strongly desirous now as in former years. He personally requested this increase last year when he was before the subcommittee. It is desired on account of the quantity and quality of work they have to do, which justly entitles them to higher pay.

Mr. LITTAUER. How long have they been receiving \$2,250?

Mr. DAWSON. I think three or four years. There is also an estimate for increase in the salary of the chief engineer of our Department. His services should not be confused with those of the ordinary steam engineer. Congress has given us a plant which cost nearly \$200,000. It lights the old Post-Office Department, Patent Office, and Pension buildings, and from the exhaust steam we heat the Patent Office and the old Post-Office Department buildings.

Mr. LITTAUER. He is the engineer in charge?

Mr. DAWSON. Yes, sir; he is a constructive electrical engineer as well as a steam engineer. Unless we can give him more pay we will lose his services. He has told us as much. It would be a great loss to the Department if we could not keep him.

Mr. LITTAUER. Where is the engineer provided for, page 206?

Mr. DAWSON. I sincerely hope the committee will see fit to allow that.

GENERAL LAND OFFICE.

STATEMENT OF MR. GEORGE F. POLLOCK, ASSISTANT COMMISSIONER OF THE GENERAL LAND OFFICE, ACCOMPANIED BY MR. CLARVO.

LAW CLERKS.

Mr. LITTAUER. You ask increases of various kinds. For what particular reason?

Mr. POLLOCK. On account of the increased amount of work we are doing and the character of the men we are trying to put in those places.

Mr. LITTAUER. It would be the same individuals now at work there?

Mr. BROWN. Yes, sir.

Mr. LITTAUER. But giving them increased compensation?

Mr. POLLOCK. Yes, sir.

Mr. BINGHAM. Is it just the general work of the Department?

Mr. POLLOCK. Yes, sir.

Mr. LITTAUER. You ask an increase of \$250 for two law examiners.

Mr. POLLOCK. It is to put them on the same plane with the others. We ask an increase of \$50 each for two law clerks. Two law clerks are now getting \$2,200. It was intended to make the compensation of the law examiners and the law clerks the same. They do the same work. They interchange work when we have important questions up.

Mr. LITTAUER. Are not law clerks generally paid at the rate of \$2,000?

Mr. POLLOCK. I can not answer that question.

Mr. LITTAUER. Have you not one that is paid \$2,000, and did you not have him until a few years past?

Mr. POLLOCK. I think for years past the two law clerks have been paid \$2,200.

Mr. BURLESON. They are the men who are making investigations of the land frauds in the West?

Mr. POLLOCK. No, sir; not particularly. The law clerks consider all legal questions, including those before the Commissioner or the Assistant Commissioner. They assist in that work.

RECORDER.

Mr. LITTAUER. What is the recorder?

Mr. POLLOCK. He is the recorder of land patents and titles—patents issued upon claims approved by the Commissioner of the General Land Office.

Mr. BINGHAM. Is the recorder a lawyer?

Mr. POLLOCK. This recorder is a lawyer.

CALIFORNIA WORK.

Mr. LITTAUER. What is the present status of the California work?

Mr. POLLOCK. It has progressed as rapidly as possible.

Mr. LITTAUER. How many people have you employed out of that appropriation?

Mr. CLARVO. It is all specified in the original act.

Mr. LITTAUER. You feel competent of being able to finish that up?

Mr. POLLOCK. Yes, sir. No additional funds have been called for in connection with the San Francisco earthquake or anything else.

UNITED STATES MAPS.

Mr. BURLESON. How about the United States map published and printed for distribution? On page 212 there is an item which provides that the United States maps shall be published and that 7,200 copies shall be delivered to the Senate, 14,400 copies delivered to the House of Representatives, and 500 copies delivered to the Commissioner of the General Land Office. Don't you think that we can afford to cut that down in number by this time?

Mr. POLLOCK. No, sir; I do not.

Mr. BURLESON. Why not?

Mr. POLLOCK. Because changes are occurring in the matter of surveys, and if there is a general change in the public lands through the Western States it makes a change in the map necessary.

Mr. BURLESON. These are not detail maps showing the various surveys. These are maps of the United States.

Mr. POLLOCK. They would show the public-land surveys as they progress.

Mr. LITTAUER. What useful purposes does the publication and scattering of such a large number of these maps serve?

Mr. POLLOCK. I can not answer that question with any definiteness.

Mr. BURLESON. When we have furnished every public school in the United States with one, don't you think we have gotten along as far as we ought to go?

Mr. BINGHAM. What Members of Congress, as a rule, draw their allowance of United States maps?

Mr. POLLOCK. I can not answer that. They are furnished in bulk. I do not know what distribution is made of them.

SURVEYORS-GENERAL.

Mr. LITTAUER. On page 232 appears an item for the surveyors-general—for renting an office for the surveyor-general of Alaska. He asks an increase of his rent, \$2,700. It was increased last year from \$1,500 up to \$2,000. What does he want that for?

Mr. CLARVO. It is on account of the annual increase of the business.

Mr. LITTAUER. In place of \$2,000 last year?

Mr. CLARVO. The surveyor estimates \$2,700. The estimates in full submitted by the surveyor-general were \$219,000. The Commissioner pared them down to \$205,000.

Mr. LITTAUER. You have no specific reason for it?

Mr. CLARVO. No, sir. It is just the general increase of business.

ARIZONA.

Mr. LITTAUER. The next is the Territory of Arizona. They received last year \$7,000 and it was increased to \$9,000, and now they come back for \$12,000.

Mr. CLARVO. There is an increase asked for an additional clerk in his office.

Mr. LITTAUER. Has the work developed in two years?

Mr. POLLOCK. It is always on the increase in Arizona.

Mr. BURLESON. Can you indicate how much work there is?

Mr. POLLOCK. Not in the public-land surveys existing. It will come up in the sundry civil bill in the discussion of the survey of public lands in connection with the appropriation for the surveys. This is an appropriation for running the surveyor-general's offices. As appropriations are made apportionments are made, and they have to estimate for the necessary clerical force to keep up the matter of making up plats and surveys.

Mr. BURLESON. I notice that in California there is a surveyor-general's office, and there are also surveyor-generals' offices in Colorado and Florida. What is the necessity for surveyor-general offices in those States?

Mr. POLLOCK. With reference to the surveying districts of Florida, Minnesota, and North Dakota I will say that we are now arranging to dispense with all those offices entirely.

Mr. BURLESON. Can you not cut them out now?

Mr. POLLOCK. Not now.

Mr. BURLESON. Next year it will be the same way. You state that in Minnesota, North Dakota, and Florida they will be cut out next year?

Mr. POLLOCK. Yes, sir.

Mr. LITTAUER. What determines when they shall be cut out?

Mr. POLLOCK. It is the public-land surveys within the limits of the State.

Mr. BURLESON. Take Louisiana—it was admitted to the Union many years ago.

Mr. POLLOCK. Yes, sir; but the surveys are not yet completed.

Mr. BURLESON. Why not?

Mr. POLLOCK. I can not answer that question.

Mr. BURLESON. There has been a continued appropriation of \$8,000 a year for many years. Will they never complete the surveys in those States?

Mr. POLLOCK. Yes, sir; just as we are doing it now in Minnesota and Florida.

Mr. BURLESON. Can you submit, in connection with that, a detailed statement showing the percentage of work done in each of these States, so that these appropriations will not be perpetual?

Mr. POLLOCK. The survey district of the State covers the entire State. Do you want a report on each survey district in every State?

Mr. BURLESON. Texas is a public-land State, and Indiana and Illinois also are. Can you take the States in this bill having surveyor-general offices, and show the percentage of work in each particular State; and also indicate the work and its condition, and when it will be finished?

Mr. POLLOCK. I think so. We will send a communication on that.

Mr. LITTAUER. Now, as to Arizona; you have commented on the increased work. What is the increased allowance for of men who are doing this work? Is it to provide them with more conveniences and comforts?

Mr. POLLOCK. It means more work.

Mr. LITTAUER. The same remark would apply to every one of the increases asked for any one of the land offices. The increases ought to be granted because of more work being done. And they want to hurry it up and get the work out?

Mr. POLLOCK. Yes, sir.

Mr. LITTAUER. Have you any other matters that you want to comment on?

LAND ENTRIES.

Mr. POLLOCK. In further answer to the question about the increase of work, the work of the fiscal year ending June 30, 1905, shows that there were 154,006 entries made, covering an area of 17,056,622 acres; the moneys received were \$6,928,196. In 1906 the entries were 185,113, the acreage was 19,431,187, and the moneys received were \$7,496,010. Now, for the first quarter of the present fiscal year it shows entries, 53,646; moneys received in that quarter, \$2,153,005. In the corresponding quarter of the last year there were 41,258 entries; the moneys received were \$1,363,338. The percentage was 16 per cent in entries and 15 per cent increase in the revenue in those two quarters. That covers all of our Office. I think we can make a showing that the work is well done, and we need these recommendations on account of the moneys received. Applicants for unsurveyed lands are constantly asking patents for their lands. Applications are made to the surveyor-general, and he forwards them to our Office, where they are acted upon.

Mr. BINGHAM. I suppose it is caused by the increase of immigrants.

Mr. LITTAUER. And the growth of the country. The people are going onto the poor lands.

ENGRAVING MAPS.

Mr. POLLOCK. I would like to call attention to one thing with respect to these maps. I entered into a contract with an engraver for the maps of the United States. Last year a contract was entered into at an estimated cost of \$1,393.75. This year the only bid received for this work called for an expenditure of \$1,400. There being no competition, they placed their own prices on the work. I was on the board to consider that. We rejected that bid and asked authority of the Secretary to reject the bid and to secure data and material necessary to have that work done ourselves in the Land Office. That was done at a total cost of \$382.62.

Mr. BURLESON. Then can you not cut that down \$1,000, if it does not cost as much by \$1,000 as you expected it would cost?

Mr. POLLOCK. I do not know.

ASSISTANT MESSENGERS.

There is another matter to which I wish to call attention, and that is that we have on the rolls here in Washington two messengers, at \$840; ten assistants, at \$720 each, and six skilled laborers, who may act as assistant messengers when required. They are provided for at \$660. There is no change in our recommendation. I want to lay the facts before you. Those six laborers do the same class of work as the assistant messengers. The assistants get \$720, and I know of no reason why the skilled laborers should not receive the same compensation.

Mr. LITTAUER. This is a supplemental estimate, which is contrary to law. No supplementary estimates can be submitted unless it is new legislation. In other words, you must get your roll in promptly.

INDIAN OFFICE.

STATEMENT OF FRANCIS E. LEUPP, COMMISSIONER OF INDIAN AFFAIRS.

CHIEF OF DIVISION.

Mr. LITTAUER. You ask additional compensation for a chief of division?

Mr. LEUPP. Only one chief was raised last year from \$2,000 to \$2,250.

Mr. LITTAUER. You desire him this year.

Mr. LEUPP. We want to raise two more.

Mr. LITTAUER. How many divisions have you in your Office?

Mr. LEUPP. Six.

Mr. LITTAUER. What are the two divisions that you estimate for?

Mr. LEUPP. The land division and the educational division. The land division is the main one before which come questions of law; the educational division has general charge of Indian education, the personnel of the school service, and the school system. Both are heavily worked offices.

Mr. LITTAUER. Has he under him any considerable number of clerical help?

Mr. LEUPP. There is a large force in each case.

Mr. LITTAUER. These particular salaries have not been raised in late years?

Mr. LEUPP. No, sir.

INCREASES AND TRANSFERS.

Mr. LITTAUER. The only provision that you make this year is for three clerks and a stenographer. You seek to transfer it from the allotment of the Five Civilized Tribes to the regular force?

Mr. LEUPP. Yes, sir; of course that change is temporary in character. These persons have to handle appeals from the Territory in contest cases. It is a work which will continue until we have the contests all settled. There are 300 contests now in sight, and they are coming in continually.

Mr. LITTAUER. You have no other fund from which to pay these men?

Mr. LEUPP. No, sir.

ERROR—CHIEF CLERK.

Mr. BURLESON. How came an appropriation to be made for two chief clerks?

Mr. LEUPP. That is a mistake. In old times there was no Assistant Commissioner, but simply a chief clerk, who, when the Commissioner was not present, was Acting Commissioner. In the first Cleveland administration that arrangement was changed so that the chief clerk should have the title of Assistant Commissioner, and the same law provided that the Assistant Commissioner was also to perform the duties of chief clerk. We succeeded in getting a chief clerk last year.

Mr. LITTAUER. When we put in a chief clerk last year, that language was not stricken out.

Mr. LEUPP. It was an omission to revise the language.

Mr. LITTAUER. You feel confident that the work will be up in another year?

Mr. LEUPP. We hope so. It is one of the things we can not positively count on. We are ready to take chances on that.

INCREASE.

Mr. LITTAUER. Who is this other clerk whose compensation you wanted to increase—one clerk from \$1,000 to \$1,200?

Mr. LEUPP. That is in the office of the superintendent of Indian schools.

Mr. LITTAUER. Give us the reason for that.

Mr. LEUPP. We ask for the increase in order to be able to keep an extraordinarily good clerk.

Mr. LITTAUER. What is the character of the work?

Mr. LEUPP. Correspondence with schools and the preparation of reports.

Mr. LITTAUER. In what condition is your work generally?

Mr. LEUPP. We are keeping it up.

Mr. LITTAUER. We gave you an increase of force last year. Have you been able to take care of the work.

Mr. LEUPP. We have done very well. There is one thing, however, which was left out of our estimate by mere accident. We should be glad to get an increase of \$200 in the compensation of the architect. That would come in the twelfth line on page 214. The architect is now getting \$1,600, and he is a competent man; we should like him to have \$1,800.

Mr. LITTAUER. We can not consider that. You are aware of the fact that the law now is that no supplemental estimate can be submitted.

Mr. LEUPP. Our omission to ask for the increase was a clerical error.

PENSION OFFICE.

STATEMENT OF HON. VESPAIAN WARNER, COMMISSIONER OF PENSIONS.

OPERATION OF AGE LIMIT.

Mr. BINGHAM. I wish to ask one question at this point with reference to the details contained in the paragraph. How does the age pension under the statute operate?

Commissioner WARNER. It operates magnificently, I think.

Mr. BINGHAM. Is it increasing rapidly?

Commissioner WARNER. No; not so rapidly now. At first it was very rapid, but now it is falling off.

Mr. BINGHAM. Are there any complications in the application of that law?

Commissioner WARNER. No; there is no trouble at all. The only trouble is occasionally they will aver age and add some disability in addition, and then we are compelled to have them ordered before a board of surgeons for examination unless he waives the other dis-

ability. If it is a service pension, I think it is operating magnificently. It makes very little work in the Office. If a man has been disabled, has honorably served, and been honorably discharged, and so forth, the only question then is as to his age.

Mr. TAWNEY. Right in that line, is this old-age pension operating then, in fact, practically the same as a service pension?

Commissioner WARNER. It is; I consider it a service pension.

Mr. BINGHAM. Can a soldier enjoy an age pension as well as a disability pension?

Commissioner WARNER. He can enjoy it any way he pleases; it is his right.

Mr. BINGHAM. Can he enjoy an age pension as well as a disability pension?

Commissioner WARNER. He can enjoy it better; he is better qualified.

Mr. LITTAUER. What do you mean by the word "enjoy," Mr. Bingham?

Mr. BINGHAM. Get the benefit of both pensions.

Commissioner WARNER. Oh, no; only one.

Mr. BINGHAM. A soldier can have but one pension.

Commissioner WARNER. If he is drawing \$6 under a disability and he is entitled to \$8 for age, he waives his disability and takes the age pension. If he is drawing \$12 for disability, and under the age law he is entitled to but \$10, he takes that.

I can give you the information that you wanted in regard to the survivors of past wars.

Mr. TAWNEY. I wish you would do so that we may have it in the record.

NUMBER OF SURVIVORS.

Commissioner WARNER. There are no survivors of the Revolutionary war or the war of 1812. For the Indian wars there were, on the 1st of last January, 2,172 survivors. Of the Mexican war there were 3,984 survivors. Of the civil war, under the general law, there were 205,372. Under the act of 1890, that is age and everything else, 461,078. Of the war with Spain there were 17,646.

Mr. LITTAUER. Pensioners?

Commissioner WARNER. Yes, sir. I mean the soldiers, not the widows or children; just the soldiers. Then of the regular establishment, that is, the Regular Army, there were 10,648 soldiers, and then the widows and children, dependents, minors, brothers, sisters, and so forth.

Mr. LITTAUER. Mr. Commissioner, last year, through the elimination of all sorts, details, and transfers, you recommended to us a reduction of your force of 151. That became operative on the 1st of last July. Then in addition thereto we passed legislation that no vacancy existing up to the 1st of July should be filled. How many did you have to discharge on the 1st of July?

Commissioner WARNER. I do not think that I had to discharge any; I do not remember of any. The way I satisfy that requirement is this: I did not fill any vacancies. Whenever there was a vacancy, caused by dismissal, death, or resignation, or transfer I left the vacancy unfilled. But I will say to you that I have followed that policy ever since. I am not filling a vacancy in the Bureau.

VACANCIES IN FORCE.

Mr. LITTAUER. How many vacancies have occurred since the 1st of July?

Commissioner WARNER. We have now 40 vacancies that I ought, perhaps, to fill.

Mr. LITTAUER. Why did you not, in framing your estimates, at least reduce your force by 40 vacancies?

Commissioner WARNER. At the time the estimates were furnished there were not that many vacancies.

Mr. LITTAUER. You can anticipate vacancies at a fair rate right along until the 1st of July, can you not? Probably by the 1st of next July there will be a hundred.

Commissioner WARNER. I would not say 100; there may be, but I would not like to have you reduce me over 70.

Mr. LITTAUER. Can you not specify them to us? We want to be within the line of safety as well; we want to do this thing in a fair way. Your work, I take it for granted from the communications I get from the Pension Office, is practically current, so that your force is quite able to take care of the work coming to the office.

Commissioner WARNER. It is.

Mr. LITTAUER. And would be so even with the elimination, we will suppose, of 70 up to the 1st of next July. Consequently, we will do no one an injustice in any way, from the standpoint of the employee of the Government, if we should eliminate 70 positions. Can you suggest which 70 we should eliminate?

Commissioner WARNER. I would eliminate 35 \$900 clerks and 35 \$1,000 clerks. But I wish you would not cut it any lower. I will explain, gentlemen, what I am doing. I like to have \$900 vacancies and \$1,000 vacancies, because there are a great many clerks in there that have spent their whole lives in the Government service. They are old, without any homes, and they have not saved anything. If they were turned out entirely they would go to the poorhouse.

Mr. LITTAUER. True. How many reductions have you made of that character?

Commissioner WARNER. I could not tell you without going over it. My policy is not to discharge any old men, and I do not propose to do it unless you compel me to and unless he is totally inefficient. When he is so he can not do the work I let him drop down, and the most inefficient I would put in the \$900 class.

Mr. LITTAUER. When they get down so that you drop them to the \$900 class, are they not rather fitted for the Soldiers' Home?

Commissioner WARNER. No; they can do the work better than new men can do it; better than the new people put in there. I save those places for that class of people.

Mr. BURLESON. As long as they can do the work it is your policy to give it to the old men?

Commissioner WARNER. Yes.

Mr. BURLESON. But when they become wholly inefficient—

Commissioner WARNER. Then they go out. I will not fill a vacancy in there during this coming year; that is, by importing new blood. I will not allow a transfer to any or a reappointment or a reinstatement. I will be frank with you. I keep the higher places full because the cost of living is increasing all the time here, and those salaries were fixed years ago, and I promoted them to the higher grades.

Mr. BURLESON. And you put the men in the harder positions that are really doing the work?

Commissioner WARNER. They are doing the work, and it is an encouragement to do well if there is a promotion ahead. They feel better if they know that their jobs are secure and safe and they are not liable to be kicked out.

PER DIEM, SPECIAL EXAMINERS.

Mr. LITTAUER. Now, as to your estimate for per diem, traveling outside of the District of Columbia, special examiners.

Commissioner WARNER. We reduced that \$25,000.

Mr. LITTAUER. Yes, but frankly, it is a sort of inconsequential reduction. Do you use it up completely?

Commissioner WARNER. We have not used that amount this year; we have a surplus of about \$60,000.

Mr. LITTAUER. That surplus is from a basis of about \$370,000. Will not that grow larger every year?

Commissioner WARNER. You can not tell; we do not know what the work may be. I have been very economical this last year. We turned back into the Treasury of the amount you allowed me for current expenses \$201,000. I do not know whether I can be that successful this coming year or not. I will be as economical as I can. I haven't any money to throw away, even if it is Government money.

Mr. LITTAUER. How about this force of 125 special examiners?

Commissioner WARNER. They are necessary, and as necessary now as ever. They are going around over the country to look up testimony.

Mr. LITTAUER. Is there any surplus in that appropriation?

Commissioner WARNER. This per diem is to pay their expenses.

Mr. LITTAUER. The one is for the per diem and the other for the force.

Commissioner WARNER. The other for the salaries; that is full. The \$25,000 is on account of expenses.

Mr. BURLESON. You say you can not dispense with any special examiner?

Commissioner WARNER. No; not now.

Mr. BURLESON. It strikes me that from year to year the necessity for special examiners would decrease.

Commissioner WARNER. Well, it is owing to the cases that are held up; the increasing appeals are on account of getting rid of the old cases, a great many of them, that have been on the records a long time. The special examiners have worked them up.

Mr. BURLESON. Do you require special amount of work from the examiners?

Commissioner WARNER. Oh, yes; we keep them all busy. In addition to that 125 we have a lot of others to help them out, probably 175 all told.

Mr. LIVINGSTON. Isn't this service pension, or age pension, lessening this work?

Commissioner WARNER. If it was not for this age pension you would not have these cases at all; it is simply on account of the age pension. If it was not on account of the age pension they would not apply at all, because they have no disability. A man may be a Samson when he arrives at the age of 62, and if it were not for the age law he would not apply for a pension at all. It does not save

any of the work of the examiners, because the applications would not be in if it was not for the age law, and there would be no examination if it was not for the application. So it does not affect the examinations one way or another.

SUPERANNUATED CLERKS.

Mr. BINGHAM. Have you any comments to make on the question of superannuation or the age question?

Commissioner WARNER. Nothing, except that I am in favor of pensions to the Department clerks, if that is what you refer to. I am decidedly in favor of pensioning men who have been in the Government service a number of years, who have become old, and who can not earn a living outside. I think the Government should take care of them. Either abolish the civil service or give him a pension, and put him on the same footing as the army and the navy officer.

Mr. BURLISON. And you also should pension the farmers when you commence that.

PATENT OFFICE.

STATEMENT OF HON. FREDERICK I. ALLEN, COMMISSIONER OF PATENTS.

MANNER OF PREPARING ESTIMATES.

Mr. BINGHAM. Mr. Allen, in making up your estimates, which are now before us and which form a part of the Book of Estimates, is there any supervision of them by the Secretary of the Interior?

Mr. ALLEN. Our estimates are prepared by our office and are approved by the Secretary of the Interior before they are passed to the Secretary of the Treasury.

Mr. BINGHAM. Approved by the Secretary upon your recommendation?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. Has there been any reduction in any way?

Mr. ALLEN. No, sir.

Mr. BINGHAM. He generally approves your conclusions?

Mr. ALLEN. I believe they are presented this year, as I suggested.

Mr. BINGHAM. I merely wanted to ascertain as to the supervision.

CHIEF OF DIVISION IN CHARGE OF OFFICIAL GAZETTE.

Mr. ALLEN. I will say this: On page 221 there is an item which is an item of increase this year, additional to one chief of division in charge of the Official Gazette, \$250. As originally presented that was in the form of editor of the Official Gazette, assimilating him to editors of other considerable publications. He is a chief of division. The form of it was changed. The responsibility is very great in our office, and he is given \$250 extra on account of those special services. The change was merely in the form.

Mr. LITTAUER. He is a chief of division? What is the clerical force under him? Is he chief of division in the same sense that the other five are chiefs?

Mr. ALLEN. Yes. The issue and Gazette division is a very large and careful division of our office.

Mr. BRICK. How many are there under him?

Mr. ALLEN. I shall have to guess at that, but I think there are forty or fifty people. (Fifty-two people.)

Mr. LITTAUER. He supervises their work, and at the same time edits the Official Gazette.

Mr. ALLEN. He is our editor of the Official Gazette, and it is a peculiarly responsible work in our office.

Mr. BRICK. How much does this editor get?

Mr. ALLEN. He would otherwise get \$2,000. I suggested an addition to his salary of \$250 on account of the size and responsibility of his work among the other chiefs.

Mr. BRICK. Are there any other of those chiefs who do any extra work of any character outside of their ordinary duties as chiefs of divisions?

Mr. ALLEN. No, sir; I think not.

Mr. BRICK. The reason I asked Mr. Allen this question is that that would make five chiefs at \$2,000 each and one with an addition of \$250. I was trying to find out whether they would come in for extra compensation, using this as a precedent.

Mr. ALLEN. It could not be well based upon their duties as now performed. This is intended to represent the special duty and task of editing the Official Gazette. This is the chief of the issue division. That is a very responsible position in the issuance of our patents. The editorship of the Official Gazette is a special duty in addition to that which is transacted in that division, and which may well justify a small increase in his pay over the others, just as in some cases, for instance, the chief clerk of the Interior Department is also custodian of buildings, and receives some extra compensation on that account.

Mr. BRICK. The other five could not make any claims, then?

Mr. ALLEN. They could not make any corresponding claim at all.

Mr. BRICK. You know how those things come; when one man gets an increase then every other man makes a comparison for the purpose of receiving an increase.

Mr. ALLEN. I think no just ground could be urged in behalf of the other chiefs as in behalf of this one.

Mr. LITTAUER. This is given to him because of his work in editing the Official Gazette?

Mr. ALLEN. It is; and that was the form in which I presented it.

Mr. LITTAUER. Will you please give me that form again?

Mr. ALLEN. As I presented it, it was an editor of the Official Gazette at \$2,500, and it was amended in the headquarters of the Department to read as it is now.

LABORERS AND COPYISTS DROPPED.

Mr. LITTAUER. Mr. Commissioner, I notice that you have dropped in your submitted estimates 10 laborers at \$480, 10 laborers at \$600, having added on 10 copyists at \$720, and 10 regular copyists at \$900 a year, as well as 10 permanent clerks. Now, are these for promotions?

Mr. ALLEN. I think, Mr. Littauer, that it will allow in some cases for promotion.

Mr. LITTAUER. Why, in the first place, do you drop the 10 of the two lower grades?

Mr. ALLEN. The net increase is 10 new people—that is, 10 permanent clerks is the increase numerically in the clerical force of the

office, but for two or three years we have found it necessary to call for skilled laborers who were qualified as stenographers and typewriters, and we have thus brought into our office for our special necessities a lot of people who have come and taken those low places as a start in, to perform the services of stenographers and typewriters, whom we need in large numbers. Those people are doing the work in the office to-day for which is given higher pay, and which they will get when they can reach that grade, but they have entered in those low grades.

Mr. LITTAUER. Why is not that a good system to continue? Your increase of 10 sustains really the examiners' force. I notice here that you ask for one principal examiner, three first, three second, three third, and three fourth assistant examiners.

Mr. ALLEN. That is it; and in the clerical force which attends it and goes along with it an increase of 10 net. But I would like to have an opportunity to move on into the grades of pay which their services abundantly justify, to take care of those good people who have entered our office under the mere pay of laborers, bringing with them qualifications which would abundantly justify their entering the service at from \$720 to \$900. They are just as good, some of them are, as people already in the office in those same grades, but they have come in on those salaries because there was no other opening.

Mr. LITTAUER. How large an opening of that character for promotion ought you to have each year? For my part, I can realize clearly that if we gave you the 10 permanent clerks at \$1,000 that would permit you to promote 10 individuals. You ask for an increase of 10 in the clerical force at the higher grade, and the opportunity of promoting 20 from the inferior to the intermediate grades.

Mr. ALLEN. Yes.

Mr. LITTAUER. Do you think that there is a necessity for so great an increase?

Mr. ALLEN. I believe so. I believe that to-day among our \$480 laborers we have more than 10 people of the higher qualifications who have entered the service simply because there was no other entrance for them in our office than that, and who are performing service which would justify giving them \$900. I would promote them up to \$600, take the \$600 ones and put them up to \$720. They are doing the work to-day. I would like to say that one of the special hardships of the Patent Office is this: The qualifications of our people are pretty high, and we enter them in our service at low figures. The result is this, that many Departments of this Government have learned that we do have competent and trained people brought in at these low figures, and instead of calling upon the Civil Service Commission for green people to start in they call for our good people.

Mr. LITTAUER. How can they call for them; they can not have any more transfers.

Mr. ALLEN. They have been transferred right away from us.

Mr. LITTAUER. Since the 1st of July?

Mr. ALLEN. I think they have been since the 1st of July. I think it only depends upon how long a person has served.

Mr. LITTAUER. They must have served at least three years with you.

Mr. ALLEN. Was it left at three years? I thought it was left at one year.

Mr. LITTAUER. No; three years.

Mr. ALLEN. Well, it has not been unlawfully done, but there has been a continual call for us to train new people at these low salaries, and then a request comes to transfer to another bureau where they may get a higher salary, and that request being brought to me I would say that I am sorry to lose this competent individual, but I can not stand in the way of an increase of salary.

LIST OF EMPLOYEES TRANSFERRED.

Mr. LITTAUER. Mr. Allen, I wish you would send us a list of those who have been transferred from your department since the 1st of July.

Mr. ALLEN. I will be very glad to do so.

Mr. LITTAUER. And their length of service in your office.

Mr. ALLEN. I will be glad to do so.

Mr. BINGHAM. I think you stated the number of resignations for last year on yesterday, did you not?

Mr. ALLEN. I did.

Mr. BINGHAM. How many were there?

Mr. ALLEN. In the examining corps 36.

Mr. BINGHAM. Were they higher or lower grade of men?

Mr. ALLEN. Twenty of them out of the 36 were third assistants, 8 fourth assistants, 4 were second assistants, and 2 first assistants, and 2 principal examiners.

Mr. BINGHAM. Why did they leave your service; better compensation and better offers?

Mr. ALLEN. Because they got better offers to go outside and work in the offices of the practicing attorneys, or in some industrial establishments which have patent departments.

Following is statement of resignations:

Resignations in examining corps.

	Year.	Principal examiners.	First assistants.	Second assistants.	Third assistants.	Fourth assistants.	Total.
187	1886-87.....	3	2	1	3	4	13
187	1887-88.....		1	1	1	7	10
189	1888-89.....	2	2			1	5
189	1889-90.....	3	4		2	4	13
189	1890-91.....	1	2	1	3	5	12
199	1891-92.....			2	1		3
199	1892-93.....		1	4	3	2	10
199	1893-94.....	3	2		4	5	14
199	1894-95.....	1	3	1	1	6	12
199	1895-96.....	1	2	1	2	2	8
199	1896-97.....	1		1	2	1	5
199	1897-98.....	3		3	5	5	16
227	1898-99.....	2		2	1	5	10
227	1899-1900.....	1	2	5	6	3	17
227	1900-1901.....			2	5	5	12
262	1901-1902.....	2	4	5	9	3	23
262	1902-1903.....			4	7	6	17
262	1903-1904.....	2		5	13		20
262	1904-1905.....		1	5	7	6	19
271	1905-1906.....	2	2	4	20	8	36
							275
300	From July 1 to Nov. 9, 1906.....		2	3	4	2	11

CONDITION OF THE WORK.

Mr. BINGHAM. Mr. Commissioner, will you be up at the end of this year with your work under your present appropriation?

Mr. ALLEN. We will be very nearly up.

Mr. BINGHAM. Will that include patents as well as trade-marks?

Mr. ALLEN. We will be nearly up with all of them.

Mr. BINGHAM. Both trade-marks and patents?

Mr. ALLEN. Yes, sir.

Mr. BINGHAM. You will be up?

Mr. ALLEN. Very nearly up the 1st of January.

Mr. BINGHAM. That is one of the complaints.

Mr. ALLEN. I base that upon the present volume of work, but do not look upon the growth of next year, which we can only estimate.

Mr. BINGHAM. Did you make any removals during the past year?

Mr. ALLEN. I understand that we have.

Mr. LITTAUER. Have you discharged any?

Mr. ALLEN. I think not.

METHOD OF APPOINTMENT.

Mr. BINGHAM. Do you always make your original appointments to the lower grades?

Mr. ALLEN. Always.

Mr. BINGHAM. You start them in at the lowest grade and let them work up?

Mr. ALLEN. Yes.

Mr. BINGHAM. You make no appointments at \$1,600?

Mr. ALLEN. Never.

Mr. BINGHAM. No appointments at \$1,800?

Mr. ALLEN. Never; absolutely. The point of entrance to the examining corps of the Patent Office is at fourth assistant, and everything after that is promotion through the various grades.

Mr. BINGHAM. How long does it take you to train a new clerk to make his work reliable—that is, the examination work?

Mr. ALLEN. A man can not reach full efficiency even in six months; yet he should be of some use to us, gradually growing and all the time assuming a more separate and independent action, from thirty days up. I don't think that any examiner can reach full efficiency within a year, so as to have independent action.

OFFICIAL GAZETTE.

Mr. LITTAUER. Mr. Commissioner, has the work of producing the Official Gazette under new methods inaugurated in the appropriation bill of last year proved satisfactory? Is the Gazette in as good form, are the drawings as legible, and has the work in producing the Gazette given as good satisfaction during the last five months as previously?

Mr. ALLEN. The general character and quality of the Gazette was never better than it is at the present time, and under the new method. The physical quality of the drawings and of the make-up of that publication is at least as good to-day as it has been at any time since it was started in 1872, and I believe better.

Mr. LITTAUER. The saving last year was from your estimates at least \$70,000?

Mr. ALLEN. It was.

Mr. LITTAUER. And that saving has not produced an inferior work?

Mr. ALLEN. Not in the least.

Mr. LITTAUER. You ask for an increase in the production of \$30,000. Is that incident to increased size of the Gazette or what?

Mr. ALLEN. Increased dimensions of the Gazette.

Mr. LITTAUER. Where does that come from?

Mr. ALLEN. It comes from the growth of our work.

Mr. LITTAUER. Fixed number of patents allowed?

Mr. ALLEN. Number of patents and trade-marks.

Mr. LITTAUER. Is it necessary to increase the amount by as large a sum as \$30,000?

Mr. ALLEN. I believe that is as fair a figure as can be suggested from any data now available; that is our experience so far, for we have only now five months of experience under the new method. If that money is not used it will revert to the Treasury. I believe no less sum would be safe to keep us from coming here before you in the deficiency appropriation.

Mr. BINGHAM. What will your exhibits show? I have not seen your reports, but will it show a profit or surplus in the last year in the administration of your office?

Mr. ALLEN. I made a fiscal year report, but I did not bring it with me this morning.

Mr. BINGHAM. Can you give me the amount in round numbers?

Mr. ALLEN. I think it is about \$273,000 (\$273,148.44).

Mr. BINGHAM. Now, in estimating what you might call profit or surplus, what do you include as against it? Just simply the clerical force, simply the appropriations that run in this bill?

Mr. ALLEN. No.

Mr. BINGHAM. What is there additional to what runs in this bill?

Mr. ALLEN. All expenses of the office, saving rental for the Union Building for the storage of models, which is paid for us by the Interior Department. We do not include in our statement of expenditure all the sums paid and charged by the Government Printing Office against our work. That, however, comes to us out of the Department of the Interior's appropriation, the apportionment for the public printing, and does not appear in your appropriations for the Patent Office.

Mr. BINGHAM. That is the element that enters into your receipts as against expenditures?

Mr. ALLEN. That is the large element which enters into our work done which does not appear in the appropriation bill. It is paid for us by the Department of the Interior out of their apportionment, but charged up against our work and extracted before this net balance is shown to you.

Mr. BINGHAM. Is that made up by the auditor? Do those figures come from the auditor in what you call your exhibit of profits?

Mr. ALLEN. I really do not know who it comes through excepting that it comes out of the Department of the Interior, who furnish us for the purpose of our reports a statement that so much has been paid on our account for printing and binding to the Public Printer for the Official Gazette, a sum, as for instance, for the year ending December 31, 1905, of \$395,000.

MODELS AND MODEL ATTENDANTS.

Does anyone wish to interrogate me about the models?

Mr. LITTAUER. Yes. I notice that you have in your estimate provision for five model attendants at \$1,000 each and ten model attendants at \$800.

Mr. ALLEN. I think there is no increase in that.

Mr. LITTAUER. What are the duties of these individuals?

Mr. ALLEN. Those individuals, or a corresponding number of people, have to do with the maintenance and exhibition of the old models of the Patent Office.

Mr. LITTAUER. Then they are people employed in the Union Building?

Mr. ALLEN. I think that it shows that they may be specifically employed elsewhere, but there is a corresponding force employed in that building for that work.

Mr. LITTAUER. Then the cost for the maintenance of those models for attendance is, as we have it here, \$13,000 a year—five at \$1,000 and ten at \$800?

Mr. ALLEN. That matter of salaries of the people devoted to that service was stated last year very accurately. I should like to bring you the figures rather than guess at it.

Mr. LITTAUER. Have you any other models to take care of besides those?

Mr. ALLEN. We have no other particular models to take care of excepting the 157,000 models in that building.

Mr. LITTAUER. And consequently model attendants could not be devoting their services to any other models?

Mr. ALLEN. No other models; no.

Mr. LITTAUER. What is the status in reference to the scattering of that model collection?

Mr. ALLEN. Just this: Our Bureau has received notice from the Interior Department that the owners of that building are accepting month by month pay at the rate of \$10,000 a year, which was the sum provided for that purpose by your committee last year, reducing it, you may remember, from \$19,500 to \$10,000. It stands so at present. The question then of dispersing that collection was based purely and simply upon getting along with this reduced rental and trying to reduce space. It has been unnecessary so far to disperse the collection, since that \$10,000 is paying the rent. Nevertheless the question is unsettled.

Mr. LITTAUER. You say "unnecessary." There is a mandate of law that the Secretary of the Interior shall dispose of part or all models of the exhibit either by sale, gift, or otherwise, and that must take place during the current year. What, we want to know is what progress has been made in carrying out that law. It says, "shall dispose of part or all of the models of said exhibit either by sale, gift, or otherwise."

Mr. ALLEN. I can not answer that.

Mr. LITTAUER. Then there has been, so far as you know, nothing done?

Mr. ALLEN. I know of no considerable reduction made in the number in the last year.

Mr. LITTAUER. Well, but does not the carrying out of matters in connection with the Patent Office model exhibit come under your jurisdiction?

Mr. ALLEN. Yes; under the control and supervision of the Department of the Interior.

Mr. LITTAUER. Why have you not made preparation to carry out the law?

Mr. ALLEN. Because the rental supply has sufficed for that purpose, and because so many people expressly desire to have that matter considered at this session of Congress.

Mr. LITTAUER. I would call to your attention the law, so that you had better try, as it appears to my mind, to live up to it. The law is very clear that it was the intention of Congress that that collection shall be disposed of during the fiscal year 1907, no matter what may stand in its way.

Mr. ALLEN. Mr. Littauer, let me say that there is a settlement of that matter which, while complying with the terms of that law, and saving any question of infringement of that law, will yet nevertheless not settle the final question. Some of those models are parts of records of patents and some are not. We may dispose in a minute, by gift or sale, of those which are not part of the records or otherwise.

Mr. LITTAUER. "Or otherwise," which means, perhaps, destruction?

Mr. ALLEN. Yes. But will you tell me what we should do with a model which is a part of the record of a case in that Office? Shall we destroy those record models?

Mr. LITTAUER. How many of them are there?

Mr. ALLEN. Oh, I can only estimate that.

Mr. LITTAUER. What is your estimate?

Mr. ALLEN. A large majority of them, I presume, are record models.

Mr. LIVINGSTON. The patents having expired?

Mr. LITTAUER. As a Patent Office model exhibit they are to be disposed of, and it is up to you to know how to dispose of them, whether they are records of specifications in connection with patents or otherwise; but the exhibits must, according to law, end on the 30th of June next.

Mr. ALLEN. We have had requests from the Smithsonian Institution for a portion, and from some educational institutions for portions of that exhibit, when they were to be dispersed. We hold those letters, saying that as soon as the mode is agreed upon their request will be given consideration.

Mr. LITTAUER. You have yet six months to dispose of them, but the law is mandatory.

Mr. ALLEN. The question is full of difficulties.

Mr. TAWNEY. Mr. Allen, is that exhibit, in your judgment, of more value now than when you were before the committee last session?

Mr. ALLEN. No, sir.

HOUSING MODELS.

Mr. TAWNEY. You testified, or stated, in answer to a question which I asked you: "I would say that the cost of their housing and exhibition to my mind is altogether disproportionate to their real value. If a fire should ever burn them all up I should consider we are getting rid of a great expense for which we get little value."

Mr. ALLEN. I am to-day absolutely of the same opinion.

Mr. LIVINGSTON. Why do you not dispose of them?

Mr. ALLEN. Because I know no authority under your law to burn up a record of my Office.

Mr. BRICK. I would like to know, Mr. Commissioner, if there is any particular value to those old models as a matter of record.

You state that you would be glad to have them burned up. Is there any particular value left, any record value?

Mr. ALLEN. I think there is no general average value to that whole collection which justifies the keeping of them together and paying large annual rentals for their maintenance. But you must remember this: Some individuals can bring you one single story relating to one single model, and preach to you the contrary doctrine. It is true that now and then, here and there, some few of those models may yet have some value. It is a matter of extreme difficulty to determine what.

Mr. LITTAUER. When were models discontinued and drawings substituted?

Mr. ALLEN. There have always been drawings.

Mr. LITTAUER. When did models cease to be offered?

Mr. ALLEN. Practically models have ceased to be used in the Office since 1880.

Mr. LITTAUER. For twenty-six years.

Mr. ALLEN. Practically.

Mr. BURLESON. What is the life of a patent?

Mr. ALLEN. Seventeen years.

Mr. BURLESON. Then they are all barred—expired by limitation?

Mr. ALLEN. Please let me answer that. Of course, you are right. The patents to which they relate have expired; but when you come looking for material to anticipate an invention now presented to be patented, those things still may be cited as anticipatory material—

Mr. BRICK. Showing that the invention as offered is not a patentable affair.

Mr. ALLEN. That is it, and if you should go on and allow a patent, and the case should get into court, and an infringement urged against a man, he may say that that has been patented before. How do you prove it? I do not find it in the old drawings and specifications, but there it may be in the models.

Mr. BRICK. Did not the drawings show it?

Mr. ALLEN. It is only because the drawings did not show it that they become a necessary part of the record, and because the model existed the drawings were made loosely.

Mr. BRICK. So now the drawings are intended to show everything and meet every necessity.

Mr. ALLEN. The modern system is this: That every mechanical thing may be shown by drawings, and we say they must be shown by drawings.

Mr. BRICK. All of the old model patents have drawings in every one of them, haven't they?

Mr. ALLEN. The mechanical cases, yes; the chemical or process cases would not.

Mr. BRICK. So that you would have some drawings if the models were disbursed?

Mr. ALLEN. In many cases with those old patents we have a drawing which does not furnish the refinement of detail of the invention, but rests in some degree upon the model.

Now, I think we must approach this question as a practical solution of a real difficulty. I believe the best judgment against the whole collection is that it is an expense to the Government that is not justified by its value. But if you say to me, "Can you safely dispose of them all and not have some man come up and kick—"

Mr. LITTAUER. We have not asked that; but your judgment last year, on which we acted and which Congress approved—and the law is now on the statute books—declares that that collection must be disposed of through this fiscal year.

Mr. LIVINGSTON. And all we want to know now is, Are you going to carry out that law?

Mr. BURLESON. He has no option.

Mr. ALLEN. Allow me to ask your indulgence for one moment. I could say to you to-day that there is gold in sea water, but it would not make a very good gold mine. That is about the ratio of value in the 157,000 models which we are retaining to-day. But if you destroy or scatter all of that collection, you are surely going to cause some individual——

Mr. LIVINGSTON. But do we care for that?

Mr. ALLEN. I only wanted to tell you the relation.

Mr. LIVINGSTON. We understand that.

Mr. TAWNEY. I want to call your attention to the fact that this law does not contemplate the destruction of the entire collection. [Reads:] "The Secretary of the Interior shall dispose of a part or all of the models of said exhibit either by sale, gift, or otherwise." If the Secretary disposes of a part of it and comes here the next Congress and tells us why he did not dispose of all of it, with reasons sufficient, very well; but he must take some action toward the disposition of that exhibit. It is clearly manifested by law.

Mr. ALLEN. I will tell you what I assume will be the proper outcome: I presume if you present that question to him it will be referred to me.

Mr. TAWNEY. Why should we present the question to the Secretary of the Interior? Why does not he obey the law himself, when Congress has given specific instructions, or the lawmaking power has done so? If they specify directly to him that a certain thing shall be done, it is not entirely incumbent upon Congress to again call his attention to it.

Mr. ALLEN. In the language of that statute, it will be complied with if we disperse those which are nonrecords and retain those which are records.

Mr. BRICK. I think I would do that quick.

INCREASE OF FORCE.

Mr. LITTAUER. You ask for a considerable increase in your force. You, of course, are aware that there was a statute passed giving you a very ample force, and, I believe, practically what you asked for last year.

Mr. ALLEN. Yes; all I asked for.

Mr. LITTAUER. Tell us frankly the result of the working of the force we gave you last year, for we have read in the newspapers of a considerable agitation; that the work of the Patent Office was not in such condition as it ought to be and was not getting into such condition, and that Congress was niggardly in its provisions for the Patent Office, while we believed that we were most considerate in providing a force that was sufficient, or would be sufficient when it became efficient, to do the work of the Patent Office and bring it forward.

Mr. ALLEN. The force you gave me last year, just as you express it, was sufficient to take care of the work for the time being in sight, or will be sufficient when they become competent and experienced. All that I am asking this year is a small addition to the force to meet expected growth for next year. I ask you this year to begin a policy. I spoke last year to this committee of the policy to be adopted—of a small, regular, annual increase in the examining force and in the clerical force of the Patent Office, so that it will become trained and get to work before the work is piled up against us. I am not disposed to say that your treatment of us last year was not generous.

Mr. LITTAUER. The force, practically, prior to last year was 750, and we increased it 50 last year. We have added to the force of the Patent Office 135 employees. In other words, we have increased it from 663 to 798, and we have increased the compensation from \$800,000 to \$975,000.

Mr. BINGHAM. In effect, all that you asked.

Mr. ALLEN. Yes. Let me tell you that the time has come, and always will come, when these delays will occur if you continue the policy which has been the regular policy in the treatment of the Patent Office for the last thirty or forty years. The Office has had a force which has done its work. There are some who will say that it should have a larger force and do the work in a more finished way; nevertheless it is doing its work this year as before, and doing it according to the regular standard. It has been doing good work, but the aid you sent us, I think, did not come in time, and we were already overloaded before we got it.

It was in September, 1905, that I estimated upon the necessities that had already accrued. I said that we needed an increase of 29 examiners, which you generously gave us, and such clerks (21 in number) as made a total of 50. Very well; you listened to me and gave me every one of them. They became available on the 1st of July this year. Then ensued the season of vacations. The new men had not gotten to work with any degree of competency worth mentioning until September. That force went to work efficiently on the 1st of September, and ever since that time we have been getting into better and better conditions until we are now better off than at any earlier time in this year.

APPLICATIONS.

Mr. LITTAUER. How many applications were you behind when that force was given you?

Mr. BURLESON. If you have not that in mind you can give us the information on the subject.

Mr. ALLEN. I will do so. July 1, 1906, 21,958 applications.

Mr. LITTAUER. Write us a letter to that effect.

Mr. ALLEN. I know that you gave me all the force that I asked for. You treated me generously. You gave me the help, but it came too long after the work came in. It was a year in becoming effective. To-day it is effective, and has been so since September, and up to the present day it has made progress in accomplishing what it was intended to do, and is doing so now.

Mr. LITTAUER. You are catching up?

Mr. ALLEN. Indeed we are; splendidly.

Mr. LITTAUER. Are you far behind?

Mr. ALLEN. No. There has been no time in 1906 when the work was so nearly up as it is to-day.

Mr. LITTAUER. What about this public outcry?

Mr. ALLEN. This "public outcry" related only to the figures of midsummer. We can reach the root of the whole matter by going back one year earlier, to 1905. In my estimates made in September of that year I asked you for nine additional examiners, basing the request upon the expected normal growth of the Office. That would have been enough for that year, as I stated, and it was enough for as much new work as was estimated. But on February 20, 1905, there was passed a new trade-mark law which threw a great amount of work upon us.

I begged the Committee on Patents to include in that measure an increase of force sufficient to carry it into effect, and that such force be made immediately available. They did not do that, and we were temporarily swamped.

The nine examiners estimated for were not sufficient on account of that extra burden. Those applications leaped from 2,500 a year to over 16,000 a year. That was where we began to be troubled. The growth of that year in our other work was unusually large, added to that extra trade-mark work. We found that we were getting behind in the summer of 1905, and I had to estimate in September, 1905, for the force for the next fiscal year. I estimated for fifty all told, and you gave them to me, twenty-nine examiners and twenty-one clerks, who went to work July 1, 1906, and who are now getting effective.

Mr. BURLESON. You are nearer up now than you have ever been?

Mr. ALLEN. No. We are nearer than we have been in 1906. I can say that we are nearer up than we were during the half year next preceding.

Mr. LITTAUER. With the force you have now when you come to the end of the fiscal year 1906, commencing July, before the summer vacations, will you then be up so as to place the Patent Office in a normal condition?

Mr. ALLEN. Absolutely; yes, sir; on the present volume of business.

Mr. LITTAUER. And by a continuation of that force, and what you call the little annual increase which should always take place in the Office, and with the annual increase in the number of applications, ought you not to be able to get the Office as near to normal as possible?

Mr. ALLEN. I will make good what I said. When I appeared before you last year I said that the new force would become available in July, 1906, and would be of some efficiency in September, 1906, and that with them we would be able to make a good showing by the end of the year 1906. If you give me the present volume of business for the first half of 1907 I tell you that we will transact that business with excellent promptness and up to a standard equal to the quality of the work that has been performed at any time for the last twenty-five years.

EFFICIENCY OF WORK.

Mr. LITTAUER. You feel that it is up to the standard of the Office in years past?

Mr. ALLEN. I do.

Mr. LITTAUER. Are not there more cases in the courts being turned against the Patent Office than formerly was the case?

Mr. ALLEN. I have not any sufficient data to answer that question generally. I know some design patents issued under the old law have been declared invalid, but I rewrote that statute and the new law of 1902 anticipated these results and corrected the practice of many years to avoid such invalid patents.

Mr. LITTAUER. What is your belief?

Mr. ALLEN. I believe it is as good as it ever was.

Mr. BINGHAM. What is the tone of the force?

Mr. ALLEN. I think, intellectually and morally, the tone of that force is as good as it ever was.

OVERTIME WORK.

Mr. BINGHAM. Do they work overtime?

Mr. ALLEN. A good many of them frequently do. I want to say that the real thing to do—if you wish to increase the efficiency of that force—is to increase the pay of those men. In 1848 the salaries of the principal examiners were put where they are to-day, and at that time that salary was equal to the salary of a Member of Congress. Those men in intellectual equipment and moral qualities can not be equaled by any group of men in the country's service.

Mr. BINGHAM. How many resignations were there? There were forty last year?

Mr. ALLEN. Last year the resignations in the examining corps of the Patent Office were thirty-six. Most of those were third assistants about two and a half years in the service. They become valuable, and then they leave us. They use the Patent Office as a kind of a finishing school. They stay two or three years, become efficient, and then go out.

Mr. BURLESON. Is there not some way of stopping that?

Mr. ALLEN. Yes; give them more pay.

Mr. BINGHAM. What was the sum total of the resignations?

Mr. ALLEN. It was 36 out of 271. It is not the worst men who are quitting. We had to train last year 36 greenhorns to take the places of those who went out.

Mr. BINGHAM. How long does it take a man to become in any way proficient as an examiner?

Mr. ALLEN. I think it will take six months to make him reasonably efficient. I think they are worth something after they have been there thirty days. In conclusion, I ask you to do one thing: Give me that little force of thirteen examiners and ten clerks.

BUREAU OF EDUCATION.

STATEMENT OF MR. ELMER E. BROWN, COMMISSIONER OF EDUCATION.

SALARIES—CHIEF CLERK.

Mr. LITTAUER. Explain to us the reasons for the various requests you make in your estimates.

Mr. BROWN. First I will speak in regard to salaries. The first one that I propose to increase is the chief clerk, who is now getting \$1,800

a year. The pay of the chiefs of divisions in other bureaus in many instances, I understand, is as high as that of the chief clerk of the Bureau of Education or higher.

Mr. LITTAUER. What does this man do and how much money are you giving him?

Mr. BROWN. He has now under him 47 persons, and he has more than the ordinary duties of a chief clerk in the supervision of correspondence, etc. Of course he has the care of the building, the supervision of laborers, and everything of that sort. He has to come in touch with rather a wide range of things, because the Bureau of Education has a wide range of correspondence in answering inquiries of many kinds, and for that reason his duties are of a rather miscellaneous sort.

Mr. LITTAUER. He is a general supervisor under you?

Mr. BROWN. He is general supervisor under me and is chief clerk. The next promotion is that of a clerk at \$1,600, who is to be promoted to \$1,800. This man has been one of the most useful men in the office. He has been there for nineteen years and has had charge of our statistics of higher education, particularly with reference to land-grant and agricultural and mechanical colleges. He has those things at his finger ends, and I find that in matters of general information he is very useful. I depend upon him.

Mr. LITTAUER. He looks after and takes care of the work.

Mr. BROWN. He does much more. I depend upon him in all matters inside of the Bureau. He and the chief clerk are the two men upon whom I depend in these matters.

COPYIST.

Mr. LITTAUER. You want a copyist raised to the ordinary pay of a copyist instead of \$800 and \$720.

Mr. BROWN. We find it difficult to get a first-class man.

Mr. LITTAUER. What do these people do?

Mr. BROWN. They have a large amount of copying of statistical matter and verifying. They have a large amount of work of that kind.

Mr. LITTAUER. It is purely mechanical copying, is it not?

Mr. BROWN. No, sir. If you get a purely mechanical man the errors will begin to show on the first page. He has to have some gumption. He must be a man of some ability, and it is almost impossible to put a piece of work into the hands of a man unless he has some sense and is able to do such work.

Mr. LITTAUER. Is that not true in most any work? It does not seem that this work would require more ability than the catalogue work in the Library of Congress.

Mr. BROWN. It does not require exceptional skill. What I have asked is that it be brought up to the ordinary standard.

LABOR.

Mr. LITTAUER. You want to change the labor force?

Mr. BROWN. There are three or four men, it seems to me, that ought to be changed. One is the man in charge of the laborers. He has been there a number of years. He has all of the work well in

hand. He is one of the men I asked to be raised to \$840. There is a great deal of work there.

Mr. LITTAUER. To-day they have one skilled laborer, have they not?

Mr. BROWN. Yes, sir.

Mr. LITTAUER. Is he in charge of the other laborers?

Mr. BROWN. He is a night watchman.

Mr. LITTAUER. Then you want to take a man who is an ordinary laborer and put him in charge of the other laborers at \$840?

Mr. BROWN. I want to put him on a par with the other men. There is also a man who has been in the Bureau twenty years, is exceptionally faithful and efficient, and performs the duties of messenger. I should like to see him made messenger at a salary of \$840. This recommendation is as urgent as the other.

Mr. LITTAUER. What is the amount of that work which he has in charge of laborers?

Mr. BROWN. He has charge, for instance, of sending out of annual reports, and he is engaged on that several weeks in the year; he is in charge of a regular team of men under him, getting the work out in a systematic way. He has had a large amount of work during this summer in clearing out the top floor, which we have been rearranging.

TOTAL WORK.

Mr. LITTAUER. Can you tell the total amount of work under the Bureau of Education in all its different fields?

Mr. BROWN. I could tell you very quickly. I have the figures here, but they would require a little addition.

Mr. LITTAUER. Add that in your remarks when you revise them.

Mr. BROWN. I would like to add up the totals.

BUREAU OF EDUCATION.

Appropriations for 1906:

For salaries, library, distributing documents, collecting statistics, and rent.....	\$62,390
For schools and reindeer in Alaska.....	65,000
Expended for Bureau of Education from appropriations for Department of the Interior for contingent expenses, stationery, postage, and miscellaneous printing and binding.....	3,794
Estimated cost of printing Bureau's quota of the annual report (for 1903)	32,740

Total, 1906.....	163,924
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Appropriations for 1907:

For salaries, library, distributing documents, collecting statistics, and rent	64,190
For schools and reindeer in Alaska.....	109,000

COLLECTION OF STATISTICS.

Mr. LITTAUER. In addition to that, you want some changes of verbiage as to the collection of statistics. What other information outside of statistics do you want to collect?

Mr. BROWN. If you can be patient with me for a minute I can tell you what it is I am working on. There is a strong demand from all parts of the country for the continuation of that work, and there is a

demand that it be of a timely sort to give information in reference to matters in this country and matters abroad.

Mr. LITTAUER. Specify that.

BULLETINS.

Mr. BROWN. Take the three bulletins we have already in hand. We have started a series this fall. There is a bulletin of information in regard to the English educational system. It gives a full account of the new English educational bill which has been making such an uproar in England. It follows it up to the House of Lords and gives a precise statement of the situation in England. That has been sent out.

Mr. BURLESON. Now, of what particular benefit to the educators of America would that be?

Mr. BROWN. It has always been a function of the Bureau of Education to give such information.

Mr. BURLESON. Do not advanced educators in all countries hope to adopt the system of this country? Of what benefit will it be to the educators of this country for us to expend a large amount of money to get information about systems they do not intend to adopt and which are positively bad?

Mr. BROWN. There are two things to be said in answer to that. In the first place, as to the general history of the work of the Bureau. It has been expected and required to obtain information of that sort. The act of May 28, 1896, calls for the presentation of facts as to educational topics in foreign countries. The Bureau compiles information in regard to foreign systems generally. In the second place, such information makes it possible to compare our systems with the systems of other countries. That comparison is essential on broad principles. We see our own educational problems in contrast with the problems of other countries. That helps us to understand our own problems better. The same thing has been done in England.

Mr. BRICK. They made a recommendation there to serve hot lunches to the school children. Was that ever passed upon?

Mr. BROWN. That is in a special act, I think, that is now pending in the House of Commons.

COMMISSIONS.

They appointed a commission in Germany which made a report to the Prussian Parliament with reference to American education. That is useful to us, because it enables us to see ourselves as others see us, and has an immediate and direct bearing upon education in this country.

In 1904 the Prussian ministry of commerce and industry sent a commission to America to inspect our system of education with reference to industrial development, and they reported their observations about three months ago. That report has not yet been given to the American public. It is a volume of 500 pages. What we have done is to get a man to make a digest of it and condense it to 50 pages, which we are issuing as the second bulletin.

Mr. BURLESON. I understand that most thoroughly. I know something about the present bills pending in England. What is the third bulletin?

Mr. BROWN. The third bulletin is a digest of changes which have been made in the school laws of all of the States of this country within the past two years. I want to say a word about that, because I am particularly interested in that subject, right along the line of the purpose of making the Bureau serve our immediate educational needs. We have prepared this third bulletin expressly for the information of members of the legislatures of the several States. I found that about forty States have legislative sessions beginning on or soon after the 1st of January, 1907. I got the best man I could in the country to prepare this bulletin, going over all the legislation in all the States in the last two years, and making a careful index of it, with supplementary notes. That will go to the presiding officers and members of the committees on education of all of those forty legislatures. Probably there will not be one of those legislatures that will not have school bills before it. Probably there will not be a single school law up in any of those bodies where they will not ask and need such information as is contained in this bulletin. I believe that will be useful in every State of the Union.

Mr. BRICK. Is it like a bulletin?

Mr. BROWN. It is in proof, up to about 125 pages. ...

COST OF INDIAN SCHOOLS \$1,600 PER CAPITA.

Mr. BURLESON. Can you tell me the per capita cost of maintaining public schools in Massachusetts?

Mr. BROWN. The per capita per pupil? We can furnish that very quickly.

Mr. BURLESON. About how much is it, approximately?

Mr. BROWN. I will answer it broadly. It will run about \$45 or \$50 per capita per year.

Mr. BURLESON. I suppose that the States of Massachusetts and Texas are about the most liberal States of the Union in the support of public schools. Would you consider that \$1,200 per capita, or per pupil, was extravagant for the support of the common schools?

Mr. BROWN. According to the present standards it would undoubtedly be extravagant.

Mr. LITTAUER. Do you mean \$1,200 for the education of each individual in the public schools? That is impossible.

Mr. BURLESON. Turn to page 250 and look at the bottom. There it says that 250 schools have been established, and the appropriation for the fiscal year was \$4,000,000. I do not know what it means.

Mr. BRICK. It means that it is costing over \$1,200 per pupil.

Mr. LITTAUER. Pupils in the Indian schools cost the United States \$4,000,000.

Mr. BRICK. That is \$1,600 apiece.

Mr. BURLESON. Your remarks will be submitted to you, and in their revision please strike out such words as you care to, and when you come to that will you be kind enough, in response to the question, to submit the per capita cost of the schools in the States of Massachusetts, Texas, New York, and Colorado, if you please?

Expenditures for education in public schools, elementary and secondary, in 1905.

States.	Expended per capita of school enrollment.	Expended per capita of average daily attendance.
United States	\$17.71	\$25.40
Massachusetts	36.42	44.87
Texas	8.47	12.76
New York	36.02	47.40
Colorado	28.89	41.89

Mr. BROWN. My remarks, I suppose, will come to me in proof, and these other things can be inserted at the same time. I should like to comment on that.

SPECIALIST.

There is a request for an additional clerk, or specialist, at a salary of \$2,500, known as an educational bibliographer.

Mr. LITTAUER. You have made no estimate for that.

Mr. BROWN. That is an estimate of \$2,500 for a specialist in my recommendation.

Mr. LITTAUER. We can only take up what has been approved by the Secretary, but there is no reason why you should not comment upon it.

Mr. BROWN. We have at least two lines of work that ought to be emphasized as necessary to the educational demands of the country. We are asked continually for bibliographical work. We have educational men in various parts of the country who get us all available literature on that subject.

Mr. BINGHAM. Why can not you transfer that to the Congressional Library?

Mr. BROWN. That part of it can be done better in the Bureau of Education, and this is only a part of what I want this man to do. He has got to do the work of about three men. He has got to take hold of the specialists and advanced students that come here for researches of all kinds, under the act of Congress of March 3, 1901, for research in education. We want to encourage it. That act of Congress could be vastly more useful if we could build up that side of the work of the Bureau.

Mr. BINGHAM. You say that men come to the city of Washington and obtain information in reference to advanced researches?

Mr. BROWN. Not exactly. Here is a teachers' college in New York; here is a school of education in Chicago, and here is a school of education in Missouri. There are advanced students in such higher schools who make special studies in educational supervision, in instruction, studies, and methods. Those are the men sent to Washington to make use of the collection of the Bureau of Education. That is done now, and I want to see it better done. It is useful. I set apart a room for them. I want this man to take charge of that. He has also to take care of a library of thousands of volumes. We have no regular librarian, and I can not yet ask for one. I want this man to superintend that.

LIBRARY.

Mr. BINGHAM. How much of a library have you?

Mr. BROWN. We have something over 81,000 volumes, besides a large number of unbound pamphlets.

Mr. BINGHAM. How do you get accretions of that library?

Mr. BROWN. There is a fund of \$250 a year for the library, and a fund of \$2,500 for the purchase and distribution of documents. Part of it goes for documents for distribution, and the other purchases are kept there permanently. Part of it goes for various pamphlets and reports for distribution.

Mr. BINGHAM. You have accumulated a library of 81,000 volumes out of the annual appropriations running along for a number of years?

Mr. LITTAUER. This \$2,500 is for the exchange of educational documents?

Mr. BROWN. Yes, sir. Many official documents are also sent to the Bureau in exchange for our annual reports. Those official documents are of the utmost value.

Mr. LITTAUER. Do you want to take a man from the outside?

Mr. BROWN. Yes; and whom, I do not know.

Mr. BINGHAM. He has to be a civil-service man, and is to be paid what compensation?

Mr. BROWN. He is to be a civil-service man and to be paid \$2,500.

Mr. LITTAUER. You want a specialist?

Mr. BROWN. I want a specialist—a man who will compare favorably with university men and State school superintendents the whole country over. And I do not want a low-priced man. For the collection of statistics I need an increase of appropriation from \$2,500 to \$5,000 for the purpose of getting out bulletins.

FRIDAY, November 30, 1906.

POST-OFFICE DEPARTMENT.

STATEMENT OF MR. FRANK H. HITCHCOCK, FIRST ASSISTANT POSTMASTER-GENERAL; MR. WILLIAM S. SHALLENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL; MR. EDWIN C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL; MR. P. V. DeGRAW, FOURTH ASSISTANT POSTMASTER-GENERAL; MR. MERRITT O. CHANCE, CHIEF CLERK OF THE DEPARTMENT, ACCOMPANIED BY MR. WILLIAM J. VICKERY, CHIEF INSPECTOR, MR. RICHARD M. WEBSTER, ASSISTANT ATTORNEY, AND MR. GEORGE G. THOMSON, ASSISTANT CHIEF CLERK.

POSTMASTER-GENERAL'S OFFICE.

PROMOTIONS.

Mr. LITTAUER. Beginning with the Postmaster-General's office, will you kindly comment first on the changes that you have recommended in your office? You want the disbursing clerk's salary raised \$250 and two stenographers raised \$200 each?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. And you want the salary of the appointment clerk raised \$250? Why are those increases asked for?

DISBURSING CLERK—INCREASE OF SALARY.

Mr. CHANCE. The increase for the disbursing clerk is recommended because he is required to give a bond and is called upon to disburse salaries amounting to over a million and a half dollars a year. Inasmuch as the disbursing clerks of the other Executive Departments all receive more than \$2,250 per annum, the majority receiving more than \$2,500 per annum, the Postmaster-General thought that the salary of the Post-Office Department's disbursing clerk should be \$2,500.

Mr. LITTAUER. His bond is no different than it was before?

Mr. CHANCE. No, sir.

STENOGRAPHERS, DUTIES OF.

Mr. LITTAUER. What do these stenographers do?

Mr. CHANCE. One takes dictation from the Postmaster-General. He goes to work at 9 o'clock, and he gets through any time from 6 to 9 o'clock in the evening.

Mr. LITTAUER. That is under the present Postmaster-General?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. These salaries provide for services under the next Postmaster-General?

Mr. CHANCE. He may work fourteen hours.

Mr. LITTAUER. Or eight hours.

Mr. CHANCE. This man works on an average, I should say, of eleven hours a day. The other one is a stenographer in my office. Besides the stenographic work performed, this clerk is engaged on a very high grade of work, including the editing of the Postal Guide, the preparation of estimates for appropriations, and work of a like character, requiring the highest grade of clerical efficiency.

Mr. LITTAUER. Editing of the Postal Guide?

Mr. CHANCE. Yes, sir.

Mr. BURLESON. There are very few changes in it each year?

Mr. CHANCE. You compare the next Postal Guide with this one and you will see the number of changes. However, it is not the changes in the lists of post-offices to which reference is made, but to the changes in rulings, orders, and classification as contained in the text of the Guide.

APPOINTMENT CLERK—INCREASE OF SALARY.

Mr. LITTAUER. And now in regard to the appointment clerk, for whom you ask an increase in compensation.

Mr. CHANCE. That recommendation is made for the same reason given for the recommendation for the increase in the salary of the disbursing officer—the increase in the work and the responsibility attached to the office. Since the salary of this officer was fixed at \$2,000, many years ago, the number of employees in the Department has more than doubled.

CHIEF DIVISION OF PRINTING.

Mr. LITTAUER. I notice that you want a chief of division of printing.

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Have you had that division?

Mr. CHANCE. No, sir; we have one man and one assistant. That man is a practical printer. He is on detail now from the Government Printing Office. He is an \$1,800 man. Last year we were able to save by his services in the neighborhood of between \$20,000 and \$30,000. On the strength of that saving our appropriation was reduced from \$350,000 to \$335,000 for this year, and we are having more printing done this year than we had last year on account of the increase in the service.

Mr. LITTAUER. He has recommended new methods of doing the work?

Mr. CHANCE. He scrutinizes every bit of the work and passes on it from a practical printer's standpoint. He is now on detail from the Government Printing Office.

Mr. BRICK. Why do you call him chief, with nobody under him?

Mr. CHANCE. I do not care what title you give him. I gave him that title because he was the head of the printing section. You might call him a printing clerk at \$2,000. At any rate, I want to urge that our request be granted.

INCREASE OF CLERICAL FORCE.

Mr. LITTAUER. You want to increase the clerical force?

Mr. CHANCE. We ask for 2 clerks at \$1,000 and 2 clerks at \$900. That is on account of the increase in the work.

TELEPHONE OPERATORS.

Mr. LITTAUER. I notice that you have a telephone switchboard operator, at \$720. How many people do you have at your switchboard?

Mr. CHANCE. We have two.

Mr. LITTAUER. The other one must be a detail from some clerical position?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. What does the other one receive in compensation?

Mr. CHANCE. Nine hundred dollars.

Mr. LITTAUER. You have seen fit to spite the legislation made in connection with these telephone switchboard operators last year?

Mr. CHANCE. This was before the legislation was passed.

Mr. LITTAUER. We passed legislation last year that no telephone switchboard operator should receive more than \$720 compensation.

Mr. CHANCE. One of those telephone operators only gets a salary of \$720.

Mr. LITTAUER. But you detail another assistant at \$900.

Mr. CHANCE. Yes, sir; she is a \$900 clerk in the Postmaster-General's office.

Mr. BURLESON. Where is the place?

Mr. LITTAUER. Among the three clerks.

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. How can you justify taking a \$900 clerk to become an assistant to a telephone switchboard operator when the law states that telephone switchboard operators shall receive but \$720? Why did you not rather transfer some assistant messenger?

Mr. CHANCE. There is not an assistant messenger who could handle the work.

Mr. LITTAUER. Why do you not get one?

Mr. CHANCE. You can not get them.

Mr. LITTAUER. You can not get them for \$720?

Mr. CHANCE. What would be the difference in transferring a messenger and a clerk?

Mr. LITTAUER. Some one who does not receive more than \$720. Our information is that good switchboard operators can be had in town for from \$312 to \$450. In view of the fact that you paid so high a price, legislation was enacted at \$720, and yet you transfer a clerk at \$900 to perform this labor in addition to the one operator which we saw fit to specify?

Mr. CHANCE. Of course if that girl had not been employed at \$900, we never would have put one in at \$900 after the passage of this law. She is a very expert operator. You have operators here at the Capitol, and they get \$900.

Mr. LITTAUER. We have a law also which says that switchboard operators in the Departments shall not get more than \$720.

Mr. CHANCE. Yes, sir.

Mr. BURLESON. The Post-Office Department has nothing to do with what occurs at the Capitol.

Mr. CHANCE. I would suggest that you reduce one of the \$900 clerkships and that you give us in lieu thereof a \$720 switchboard operator.

Mr. BURLESON. You did not want to reduce her yourself; is not that the sum and substance of the whole thing?

Mr. CHANCE. Because I did not have any \$720 place. I could not have reduced her salary unless I made her a messenger or an assistant messenger, and even then the situation would not have been changed so far as the law is concerned.

Mr. LITTAUER. You did have an operator who was formerly paid more money, and when the law was enacted you reduced that salary to \$720?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Then you found that you could not get along with one telephone switchboard operator and that you required another one?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. You asked last year for two operators, and we appropriated only for one, and consequently, to secure what you required, you transferred a \$900 clerk to be the assistant to the regular operator?

Mr. CHANCE. Yes, sir. We did not ask for two last year. We did not know you were going to take this action.

HOURS OF EMPLOYMENT.

Mr. BURLESON. What hours do they work?

Mr. CHANCE. One comes on in the morning and works until 3 o'clock, and then the other comes on and works out her seven hours.

MESSENGER IN CHARGE OF MAILS.

Mr. LITTAUER. You want to increase the compensation of the messenger in charge of the mails \$100?

Mr. CHANCE. Yes, sir; this messenger is cahrged with the duty of handling all mail addressed to the Postmaster-General, including registered mail. He works from early in the morning until long after hours in the afternoon. The work is of a high grade.

ENGINEER—INCREASE OF SALARY.

Mr. LITTAUER. You want to increase the salary of the engineer from \$1,400 to \$1,600?

Mr. CHANCE. Yes, sir; I think there is no question but what that man's salary should be increased. He is in charge of all the engines in the Post-Office building and it is necessary to keep heat in that building all the time, day and night. We have to furnish light for the city post-office. Therefore that man is in charge of the work day and night.

Mr. LITTAUER. Is he a very competent man?

Mr. CHANCE. Yes, sir. Our engines are never stopped or slowed down. At night we have almost as much work to do as in the daytime.

Mr. LITTAUER. Are they kept in first-class shape?

Mr. CHANCE. Yes, sir.

ASSISTANT ENGINEERS—INCREASE OF COMPENSATION.

Mr. LITTAUER. You want to increase the compensation of your assistant engineers?

Mr. CHANCE. Yes, sir; the three assistant engineers, and put them on three shifts, one starting at 8 o'clock, another at 4 o'clock, and the other at midnight.

Mr. LITTAUER. In charge of what?

Mr. CHANCE. They will be in charge of the engines under the chief engineer, and the other assistant engineers will be under them.

ADDITIONAL FIREMEN.

Mr. LITTAUER. Why do you need more firemen?

Mr. CHANCE. On account of the introduction of anthracite coal. It gives us more work in handling the furnaces.

CARPENTER—INCREASE OF COMPENSATION.

Mr. LITTAUER. You have a carpenter at \$1,200 and you want to pay him \$1,400?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Why?

Mr. CHANCE. I think a man of his caliber is worth that much.

Mr. LITTAUER. Every Department points to your Department as an example of paying more than they pay.

Mr. CHANCE. The Post-Office Department? In what way?

Mr. LITTAUER. For instance, your carpenter. Carpenters in many other places only receive \$900 and \$1,000. Why do you feel that he is entitled to more than \$1,200?

Mr. CHANCE. I think a carpenter of his ability can go outside and make that much money.

Mr. BURLESON. If he could get more money outside, I feel certain that he would go.

ADDITIONAL CABINETMAKERS.

Mr. LITTAUER. You ask for two cabinetmakers; do you need them?

Mr. CHANCE. We need more carpenters in the building. They can not keep up the work. If it is necessary to make a cut, I would like to have you cut the salaries down and give us more men. It is the purpose to use these two cabinetmakers, if allowed, in making new furniture and repairing old furniture, which we are not able to do now.

CAPTAIN OF THE WATCH—INCREASE OF SALARY.

Mr. LITTAUER. What have you to say in regard to the captain of the watch?

Mr. CHANCE. I recommend his increase. This man is in charge of the watchmen in the Port-Office Department building and five rented buildings. His responsibility is as great as that of any similar official in Washington. The captains of watch in many of the Departments receive a higher salary.

ADDITIONAL WATCHMEN.

Mr. LITTAUER. You need more watchmen—why?

Mr. CHANCE. For this reason: I have seven watchmen on our rolls who are incapacitated. They are old soldiers, and I have not had the nerve to recommend their removal. If I can not get these five additional watchmen, I will have to recommend the removal of those incapacitated, because the place can not be given proper supervision as at present.

ADDITIONAL LABORERS AND COAL PASSERS.

Mr. LITTAUER. You ask for more laborers and coal passers and you recommend an increase in their compensation from \$500 to \$660?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Can not you get men at \$500 to do that kind of common labor?

Mr. CHANCE. Yes, sir. I think those men should really receive more salary than laborers. They do harder work and more of it.

Mr. LITTAUER. They simply carry coal?

Mr. CHANCE. Yes, sir; and it is down in the engine room where the temperature is very high. If anybody should have an increase in salary it should be the coal passers.

ASSISTANT PLUMBER.

Mr. LITTAUER. You ask for an assistant plumber, and for a driver and foreman of stables, and a hostler. Do you want to add on to your force in that way?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Can not the plumber carry on his work?

Mr. CHANCE. No, sir; I do not think he can. We have a big building.

Mr. LITTAUER. You want a helper?

Mr. CHANCE. Yes, sir.

FOREMAN OF STABLES, DRIVER, AND HOSTLER.

Mr. LITTAUER. Foreman of stables and driver and hostler. How many of those have you had in the past?

Mr. CHANCE. I have not had any. I have a watchman who acts as the foreman of the stable and a laborer who is the hostler. I just want you to give them the proper titles.

Mr. LITTAUER. Giving them the same compensation?

Mr. CHANCE. We want to give the foremen \$840 instead of \$720, and the hostler \$660. He is detailed there now as a laborer.

Mr. LITTAUER. At the same salary?

Mr. CHANCE. Yes, sir.

ADDITIONAL CHARWOMEN.

Mr. LITTAUER. You want to increase the number of charwomen from 32 to 42?

Mr. CHANCE. Yes, sir. I can not keep the building clean without them. I told you about it last year. It is the same this year. I would like to have you gentlemen come down to the building and go up to the fifth floor, and then go up in the rest of the building and see the difference.

Mr. LITTAUER. Why can not you work the charwomen fifteen minutes more a day?

Mr. CHANCE. They go to work at 6 o'clock and quit at 8.45.

Mr. LITTAUER. They do not do any work in the afternoon?

Mr. CHANCE. No, sir.

Mr. LITTAUER. What is the average number of hours that a charwoman works?

Mr. CHANCE. About three hours.

Mr. LITTAUER. Then why not work these women until 9 o'clock?

Mr. CHANCE. Many of them now work until 9, but that would not bring the work up. I want these additional people to scrub and clean the corridors.

Mr. BRICK. Are these all the charwomen there are in this building, or are there certain others for different bureaus?

Mr. CHANCE. There are others for the Auditor's office, but they take care of the rooms. These women are necessary for the corridors above the fifth floor.

CONTINGENT EXPENSES.

FUEL, LIGHT, ELEVATORS, ETC.

Mr. LITTAUER. Under contingent expenses the estimate for stationery, etc., is the same, but for fuel and repairs to heat, lighting, and power plant, including repairs to elevators; you ask for an increase of \$16,500?

Mr. CHANCE. This increase is designed to cover the increased cost of fuel, caused by the necessity for anthracite coal instead of bituminous, the difference in cost being approximately 90 cents per ton. We consume an average of 16 tons of pea coal per day, aggregating 5,840 a year, the increased cost for the year being in round numbers \$5,256.

Mr. LITTAUER. How many tons of bituminous coal did you formerly use a day?

Mr. CHANCE. I am informed by the engineer that we used about 12 tons per day of the soft coal.

Mr. LITTAUER. You certainly do not use as many tons of pea coal?

Mr. CHANCE. Yes, sir. With our furnaces it does not give the heat that the other coal did.

Mr. BURLESON. Was that change necessitated by reason of the smoke law?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Is the quality of your anthracite coal good?

Mr. CHANCE. Yes, sir.

PRICE OF COAL.

Mr. LITTAUER. What do you pay for it?

Mr. CHANCE. \$4.12 a ton.

Mr. LITTAUER. Do you buy by advertisement?

Mr. CHANCE. Yes, sir. In addition, the increase submitted is designed to take care of the cost of remodeling an obsolete elevator in the Post-Office Department building. It has been estimated that this proposed remodeling will cost about \$3,800. The present elevator service is inadequate for the needs of the building, making the necessity for additional service most essential. Then, in addition to that, there are freight elevators in the rear of the city post-office that have to be repaired, three of them, at \$800 each.

PLUMBING.

Mr. LITTAUER. I notice that for plumbing you ask for an increase of \$1,500. Why is that?

Mr. CHANCE. To take care of any emergency that might arise. The plumbing is wearing out, and I can not tell when the whole thing is going to break. It is thought that if we could get an appropriation we could use what was necessary.

PAINTING.

Mr. LITTAUER. What became of the \$9,000 that was appropriated last year for painting? I see you are asking for \$10,000 this year.

Mr. CHANCE. With the money appropriated for this year we have been enabled to paint the entire court, all the corridors, and the toilet

rooms of the Post-Office Department building. Next year it is desired to paint the walls of the rooms throughout the building. The walls of the rooms have never been painted since the day the building was put up. They are now in a disgraceful state, so far as looks go; but the main thing is that the walls are now, in many places, disintegrating and if not painted will undoubtedly crumble away. The paint is needed as a preservative.

Mr. LITTAUER. You have finished the corridors and you are now going into the rooms?

Mr. CHANCE. Yes, sir. In addition, the woodwork on the outside of the windows—the window casings, frames, etc.—is now almost entirely devoid of paint; that is, the window frames, etc. Dry rot has already set in. The paint is absolutely necessary at this time as a preservative.

Mr. LITTAUER. What part of the \$10,000 would apply to the outside of the building and what part to the walls and rooms?

Mr. CHANCE. It will cost about \$30 or \$35 a room, and there are forty rooms on each floor, and eight floors.

Mr. LITTAUER. You would not get them all painted within the appropriation?

Mr. CHANCE. No; but the rooms on the fifth floor would not have to be painted.

Mr. LITTAUER. The larger part of this appropriation would probably be for the painting of the rooms?

Mr. CHANCE. I think so. It would cost, approximately, \$1,600 to paint the window casings, frames, and other outside work.

Mr. TAWNEY. How long has the building been occupied?

Mr. CHANCE. We went into the building in 1898 or 1899.

FURNITURE AND INDEXES AND FILING DEVICES.

Mr. LITTAUER. I notice that your estimate for furniture is \$1,500 less than last year, but you ask for \$3,000 for indexes and filing devices.

Mr. CHANCE. In looking over those estimates I recommend that we be given the \$1,500 which the furniture appropriation was cut for indexes and filing devices. We ask for \$1,500 less for furniture.

Mr. LITTAUER. Leaving the indexes and filing devices at \$1,500?

Mr. CHANCE. Yes, sir.

MOTOR WAGON.

Mr. LITTAUER. Tell us about the motor wagon.

Mr. CHANCE. I have asked for that.

Mr. LITTAUER. What kind of a machine do you contemplate getting?

Mr. CHANCE. We are going to get a machine to run between the supply division and the Printing Office and for the regular trucking we will have. If you can not allow that I will ask for \$1,500 on the regular appropriation.

Mr. LITTAUER. Why do ask for this? Is it any economy?

Mr. CHANCE. I have talked with the purchasing agent and we both were of the opinion that we might be able to save money if we were able to get a wagon and that our electricians and engineers could

take care of it. I do not think there would be but little expense to us after the wagon was purchased.

Mr. BINGHAM. What is the principal object—expedition in getting from point to point?

Mr. CHANCE. Yes.

Mr. BINGHAM. The only advantage would be in speed?

Mr. CHANCE. And I thought we would save money.

Mr. TAWNEY. What have you now?

Mr. CHANCE. One wagon with two horses.

Mr. BINGHAM. If you had not asked for a motor wagon would you have asked for additional horses and wagon?

Mr. CHANCE. No, sir.

MISCELLANEOUS ITEMS—EXCHANGE OF TYPEWRITERS AND ADDING MACHINES.

Mr. LITTAUER. You increase the estimate for "Miscellaneous items" from \$18,750 to \$20,000 and ask us to include the language "including the purchase, repair, and exchange of typewriters and adding machines?"

Mr. CHANCE. Yes, sir.

Miscellaneous items, including purchases and repair and exchange of typewriters and adding machines, \$1,250 increase.

Out of this appropriation must be made all purchases not specially provided for by some specific appropriation, such as typewriters, repairs to typewriters, adding machines, copying presses, copying baths, and numerous miscellaneous articles needed from time to time. A large portion of the copper roof is badly in need of replacing. Numerous leaks have appeared from time to time, and they have now reached the point where the necessary repairs can not be made by the force at the disposal of the Department. A large per cent of the marble wainscoting of the corridors of the Department is badly in need of resetting. In many places the marble slabs have fallen from their position and they should be reset at once. Numerous services have to be paid for out of this appropriation, such as laundering towels, removing debris from the Department. The ice used in the Department also has to be purchased from this appropriation, and all articles of a household character, such as brooms, mops, soap, etc.

Mr. LITTAUER. Does not the Comptroller of the Treasury permit you to expend money appropriated for "Miscellaneous items" for that purpose?

Mr. CHANCE. Yes, sir; but we wanted that wording so that when a machine is worn out we can get more money in exchange than by sale at public auction, as required now, and I want to change the wording of the law just as it is with regard to horses and wagons. We can exchange horses in part payment for a new team.

Mr. LITTAUER. You really want it to read "including the exchange of typewriters and adding machines?"

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. You have the right to purchase and repair them?

Mr. CHANCE. Yes, sir. We buy the typewriters out of the miscellaneous fund.

BUILDING FOR SUPPLIES.

Mr. LITTAUER. The next item is, "For rent of suitable buildings for the storage of post-office supplies and for the rural-delivery service and for the mail-bag repair shop." How is that shop getting along; you have it over to the new place now?

Mr. CHANCE. No, sir; we could not get a building; we did not have the money.

Mr. LITTAUER. We appropriated money for that purpose?

Mr. CHANCE. You did not appropriate the money; the Post-Office Committee appropriated it.

Mr. LITTAUER. No; the provision was in the deficiency bill.

Mr. CHANCE. Yes, sir; you appropriated money for moving it.

Mr. LITTAUER. You mean to say that this is in the same place decreed by everybody to be in a dangerous condition from fire and everything else?

Mr. CHANCE. Yes, sir; all except the lock shop. We removed the pressure on the building by removing the lock shop off the top floor of the building. We got permission to use the unexpended balance of our rent that had already been appropriated for rent of a building from the 1st of January to the 1st of July, but we did not get any additional amount for rent of quarters. The appropriation now for the mail-bag repair shop is \$14,000, carried in the service bill, and there is appropriated in the legislative bill \$12,800 for the rent of the other buildings. What we want to do is to combine these two rent items, making \$26,800, and ask for enough to bring it up to \$35,000 in order to rent a building where we can put the supply division, mail-bag repair shop, and all these various divisions down near the railroad, and use \$3,000 for the rent of a building for the clerks in other bureaus. Some people in these places we could not take over to the railroad building because they are not connected with it—the stamp division and a section of the rural free delivery. We want to get a small building to accommodate them and then move the mail-bag shop and these other supply departments down to the railroad where we can have a switch run in, thus saving thousands of dollars now expended for hauling.

Mr. LITTAUER. Will that cost \$25,000 for the building?

Mr. CHANCE. We have figured every possible way and we can not get anything for less than \$25,000. There is one building which has been offered for \$27,000 that would suit our needs which has a switch there now.

Mr. LITTAUER. Where is that?

Mr. CHANCE. The Union Trust Building, over on the other side of the Baltimore and Ohio depot. The new tracks will pass right by it. It is now used by them for a furniture storehouse.

Mr. LITTAUER. They ask \$25,000?

Mr. CHANCE. They ask \$27,000. That is their proposition to us.

Mr. BINGHAM. Has your Department during recent years done this work by contract?

Mr. CHANCE. You mean the work done in the mail-bag repair shop?

Mr. BINGHAM. Yes, sir.

Mr. CHANCE. I think some of it is now done under contract, but I

am not familiar with that, it is handled by the Second Assistant Postmaster-General.

RENT OF STABLE.

Mr. LITTAUER. You ask for an increase of \$200 for the rent of a stable?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. That is a 66 per cent increase?

Mr. CHANCE. I want to get a large enough stable. The present one is not adequate.

Mr. LITTAUER. How many horses do you have?

Mr. CHANCE. Six horses. It is a very small stable.

TOPOGRAPHY.

Mr. LITTAUER. The Postmaster-General has determined that the miscellaneous expenses for topography are properly a part of the service charges?

Mr. CHANCE. Not a part of the service charges. It has just been transferred to the office of the Fourth Assistant Postmaster-General, because the division of topography is directly under him. It just throws the control of the appropriation to him.

FOREIGN POSTAGE.

Mr. LITTAUER. Does not your allowance for postage stamps for correspondence addressed abroad which is not exempt from postage seem sufficient?

Mr. CHANCE. No, sir.

Mr. LITTAUER. What is the reason?

Mr. CHANCE. It is used by the division of foreign mails in correspondence with foreign countries.

POST-OFFICE INSPECTORS—INCREASE OF FORCE.

Mr. LITTAUER. These are increases in the number of clerks and the dropping of a page and one laborer?

Mr. VICKERY. A net increase of only 2 in a total of 71 at the present time.

Mr. LITTAUER. Is that caused by the increase of business?

Mr. VICKERY. Yes, sir; the normal increase of business, and in addition to that the merging of rural agents with inspectors and letting them do inspector work in addition to their rural service investigation will more than normally increase our work. We hope by their help to inspect every money-order office every year. Heretofore we have been able to complete the inspection once every two years. Last year we managed to get through with two-thirds of the money-order offices, and the coming year I have not any doubt we shall be able to finish the entire number. They ought to be checked up every year to keep them in proper shape. It will require an increased force in the office to handle this increased work—to make up the outgoing cases and review the report of inspections as they are returned. It is desired that these clerks shall be of the higher grades, one of class 3 and the other of class 1, rather than the lower grades,

in order to secure better clerks and hold them. The present salaries are hardly adequate to keep good clerks.

During the current calendar year there have been 14 resignations from the force of 71 clerks, 3 of them on account of ill health and practically all the other 11 because they could do better in some other place.

Mr. LITTAUER. In the Government service?

Mr. VICKERY. Some of them have gone outside and some of them have gone to other places in the Government service where they could get better salaries. You have stopped that now by the last appropriation act, but at present we have the hardest time to get from the Civil Service Commission the people needed in the lowest grades or to keep them when they come. A boy resigned this week to go to Denver. He gets \$90 as against \$83.33 with us. For that reason we would like to have the additional clerk at \$1,600 and the additional clerk at \$1,200 rather than in the lower grades. The change is recommended in the lowest grade from a page to a \$900 clerk, because when we get a boy as page about the time he becomes useful he usually takes a civil-service examination and soon secures appointment to some higher place in another Department.

TRANSFERS AND RESIGNATIONS.

Mr. TAWNEY. Since the beginning of this fiscal year have you had more resignations in consequence of the law that was passed last session prohibiting transfers—resignations for the purpose of taking positions in other Departments?

Mr. VICKERY. No; I think not. The majority of the clerks that have gone out from my office have not gone to other Departments. There has not been any of that, as I understand it, since the first of the present year.

Mr. CHANCE. There has been a great decrease in the number of transfers to other Departments since that law went into effect.

Mr. LITTAUER. It has been suggested to us that a clerk no longer asks for a transfer, but he takes a higher grade civil-service examination and then resigns from the position held, if he can secure through this examination a higher-paid office elsewhere?

Mr. CHANCE. That might be, but it is a pretty hard thing to do. Of course it ought not to be allowed.

Mr. LITTAUER. Why is it a pretty hard thing to do?

Mr. CHANCE. It is a hard thing for any clerk in the Department to take an examination in some special line of work and pass in such a way that he can be transferred to a different department.

Mr. LITTAUER. You do not think that it is an abuse that will creep into the service?

Mr. CHANCE. No, I do not think it will hurt the service.

NUMBER OF POST-OFFICE INSPECTORS.

Mr. BINGHAM. What is the number of post-office inspectors?

Mr. VICKERY. Three hundred and seventy-seven altogether.

Mr. BINGHAM. That is the entire force?

Mr. VICKERY. The entire inspecting force. There are in addition at division headquarters 78 clerks and in the Department 71 clerks who handle all the work.

OFFICE OF ASSISTANT ATTORNEY-GENERAL FOR POST-OFFICE DEPARTMENT.

ASSISTANT ATTORNEYS.

Mr. LTAUER. Why do you ask for these assistant attorneys?

Mr. WEBSTER. These estimates were prepared at the direction of the Postmaster-General, who has very intimate knowledge of the operation of the office of the Assistant Attorney-General. That office is charged with the hearing and consideration of all cases having reference to the use of the mails in the conduct of lotteries and schemes to defraud. Its work has become so voluminous that it is now impossible to carry it on thoroughly and satisfactorily without additional force. Moreover, the Postmaster-General finds it necessary to charge the duties of that office by requiring it to keep much closer supervision of the operations of questionable enterprises than is now possible; to scrutinize carefully publications, as well as circulars, pamphlets, and other mediums of advertising, and upon the basis of examinations so made, to institute detailed inquiries by post-office inspectors. As it is now, we seldom know anything about the operation of an enterprise until it is reported upon by a post-office inspector.

These officers can not be expected to make such examinations as are now contemplated, and the consequence is that many unlawful schemes are quite well advanced and large money returns obtained by means of them before they come to the knowledge of the Post-Office Department. Only in the most limited way are such examinations now possible, practically all the time of the attorneys attached to the office being consumed in the discharge of other and necessary duties. Such examinations would result immediately in a very heavy increase in the number of investigations made by inspectors, and consequently in the volume of work required of the office of the Assistant Attorney-General. The examination of advertising literature preliminary to an investigation by post-office inspectors would very often relieve these officers of unnecessary labor by guiding them in their inquiries. It is now a matter of almost daily occurrence that reports received from post-office inspectors must be returned with direction for additional inquiries. This is no reflection upon the work of the inspectors, for they could not reasonably have been expected to foresee the need of such additional information; but it could be avoided in most cases if it were possible at the institution of an inquiry to supply the inspector with instructions as to the material points to be covered by his investigations. The use of the mails in selling merchandise and goods of almost every conceivable kind is constantly increasing, and it requires the utmost vigilance to prevent gross frauds upon the public by misrepresentations as to the character of the articles offered. The mails are a favorite medium for stock exploitation, and it is probable that a very large percentage of the shares so offered and sold are of little or no value. It is desired

to scrutinize carefully the operations of concerns engaged in such business, especially as the investments in such shares are usually made by people of small means, upon whom losses fall most heavily.

These are the main reasons for these estimates. The Postmaster-General directed their preparation upon his personal knowledge of what is required to meet existing conditions, and in order that this highly important work may be promptly undertaken. It may be added that he has in mind carrying the work of the division of correspondence into the office of the Assistant Attorney-General, which will largely increase the duties and responsibilities of that office.

Mr. CHANCE. The Postmaster-General would have liked to have appeared before the committee, I think, on this subject, but he had to go to a meeting of the Cabinet. He would like to present a letter in regard to it.

Mr. LITTAUER. Very well, we shall be glad to receive it.

OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL.

MANNER OF PREPARING ESTIMATES.

Mr. BINGHAM. This form of the bill contains precisely the recommendations to be contained in the regular Book of Estimates as it will be sent to Congress by the Secretary of the Treasury. How are your estimates finally concluded in your Department? Do they go to the Postmaster-General, or do you gentlemen, the First, Second, Third, and Fourth Assistant Postmasters-General, finally conclude them?

Mr. HITCHCOCK. We submit them to the Postmaster-General.

Mr. BINGHAM. Are your estimates, as a rule, much reduced by his action?

Mr. HITCHCOCK. I can not say that they are as a rule. So far as my own estimates are concerned, I follow the practice of conferring with the Postmaster-General before deciding upon the amount, so that when I submit them they have been, to all intents and purposes, approved by him. I confer with him during the time when I am shaping up the estimates.

Mr. LITTAUER. Do all the estimates of the Department come through your office, or does each assistant secretary or Assistant Postmaster-General forward his estimates to the Postmaster-General?

Mr. HITCHCOCK. Each assistant submits them through the chief clerk's office.

Mr. BINGHAM. In the line of work which you say your \$1,200 and \$1,400 and \$1,600 subordinate force clerks perform, is it very much similar when the compensation is \$1,200 and \$1,400 and \$1,600, or do they, as a rule, after a little experience, do the same line of work?

Mr. HITCHCOCK. My endeavor has been to organize the bureau under my control in such a way as to give greater compensation to the high-grade clerks, conferring on such clerks certain supervisory powers. I have divided the divisions into sections and placed a high-grade clerk in charge of each section.

Mr. BINGHAM. And the promotions, as a rule, come from length of service?

Mr. HITCHCOCK. During the past year we have had very few promotions in my bureau.

Mr. BINGHAM. As a rule you very seldom promote \$1,200 clerks right away? They go up, as a rule, from experience, gradually?

Mr. HITCHCOCK. We have had very few promotions of that kind in my Bureau. I have selected the best-qualified employees of the Bureau and have placed them in charge of the several sections, promoting them because of their special qualifications. I have merely readjusted salaries, reducing certain inefficient employees. No additional places were granted us a year ago, and so there have been no general promotions based on length of service in my Bureau since I took charge.

OFFICE OF THE FIRST ASSISTANT POSTMASTER-GENERAL (AGAIN).

Mr. LITTAUER. Mr. Hitchcock, will you, turning to page 249 of the bill and taking up the submissions, comment as you go on concerning the necessity for increases of force or increased compensation?

INCREASE OF FORCE.

Mr. HITCHCOCK. I think I can tell you in a word just what increases I have recommended in the estimate for my Bureau, and it will save time if I speak of them altogether. I have requested ten additional employees—four clerks at \$1,000 per annum, one clerk at \$1,200 per annum, four clerks at \$1,000 per annum, and one additional messenger at \$720.

I have two laborers, at \$660, in the bureau that I can not utilize to advantage, and I have asked to have those places dropped out and two places at \$720, assistant messengers, substituted for them. Aside from this transposition, only ten new places are recommended. I want the two assistant messengers to help in the work of carrying the appointment cases back and forth between my office and the file rooms. I have not enough men to handle the work promptly now. The reason why I sacrifice the two laborers is that I may appoint additional messengers.

DETAILS.

Now, it happens that in my bureau at present there are six clerks on detail. Those clerks will go back to their respective bureaus at the beginning of the next fiscal year, if I am granted these increases; so that in my original estimate I ask for a total increase of only four employees.

There is another matter that I had intended to put before the committee in a written form, but I will mention it now. I was called up here unexpectedly this morning, not knowing that the hearings were to be held so soon, and I did not have time to prepare certain memoranda I wanted to present.

Mr. LITTAUER. Now, you were going to speak of another item, and beyond what you have thus far spoken of?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. You say there are six details now in your office, and you ask for the retention practically of six plus four?

Mr. HITCHCOCK. Yes.

Mr. LITTAUER. What rate of compensation do the six now receive, and how do they compare with what you recommend?

Mr. HITCHCOCK. I asked the chief clerk, just before the conference, if he recalled the salaries. I have no means of knowing. They are detailed, you know, from other bureaus. I simply know that there are six details from other bureaus. I will say frankly, however, that the salaries of the clerks detailed probably range lower than the salaries I am estimating for. I do not mean to give you an erroneous impression—

Mr. LITTAUER. You do not mean to have us understand that you are taking them over at the same salary?

Mr. HITCHCOCK. No; I do not wish that understood.

Mr. LITTAUER. What was the reason that impelled you to ask for four additional clerks of class 4.

Mr. HITCHCOCK. Because it is my judgment that what the Bureau needs is more high-grade men. I would much prefer to have a few exceptionally good men than a much larger number of ordinary clerks. I want some men of decided ability as correspondence clerks. I also want a first-class accountant.

SUGGESTED CONSOLIDATION OF TWO DIVISIONS.

I want more high-grade men than I now have in the Bureau, and it is because of this necessity, as I consider it, that I am going to make a recommendation, not in my original estimates, for the increase of the salary of a division chief, in order to permit the consolidation of two divisions—the division of appointments and the division of bonds and commissions.

Mr. LITTAUER. That is contrary to law.

Mr. BURLESON. It can not be done.

Mr. LITTAUER. You must remember that in last year's appropriation act there was embodied in the law a provision that no supplemental estimates can be submitted to Congress unless new legislation has ensued requiring them.

Mr. BURLESON. So you will have to confine yourself to the four.

Mr. HITCHCOCK. I am sorry if that is the fact.

Mr. TAWNEY. Section 4 of the legislative act for the current year reads:

Hereafter the estimates for expenses of the Government, except those for sundry civil expenses, shall be prepared and submitted each year according to the order and arrangement of the appropriation acts for the year preceding. And any changes in such order and arrangement, and transfers of salary from one office or bureau to another office or bureau, or the consolidation of offices or bureaus desired by the head of any Executive Department may be submitted by note in the estimates.

Of course the supplemental estimates can be submitted under the conditions specified—the imperative necessity, and the reasons for its omission.

Mr. HITCHCOCK. I can give very good reasons. I would not come here and make that request unless I had what I considered very good reasons.

Mr. TAWNEY. The first thing for the committee to hear would be

the reasons for the omission, and then the imperative necessity, and then if the committee is satisfied that they can receive the estimate they may consider it.

Mr. HITCHCOCK. I will tell you frankly the reason for the omission.

Mr. TAWNEY. I think perhaps the best way would be for you to submit it in writing.

Mr. HITCHCOCK. I intended to do that.

Mr. TAWNEY. The imperative necessity for it, and the reason for the omission.

Mr. HITCHCOCK. Yes, sir.

Mr. TAWNEY. You should set down in writing the necessity for it, and the reasons for the omission.

Mr. HITCHCOCK. If you prefer that course I will send in immediately a letter setting forth the reasons and making the recommendation.

I will state that the necessity for such a recommendation grows out of the fact that the chief of my division of appointments has recently resigned in order to accept a position in another bureau at an increase of \$500 in salary. The place he vacated, although one of the most important in my Bureau, pays only \$2,000, and I find it impossible to obtain the services of a properly qualified man for that salary. It will require an exceptionally good man to conduct satisfactorily that important division. The vacancy has occurred since the submission of my original estimates, and I am now confronted with a serious problem. Unless I can be in a position to hold out as an inducement a higher compensation in the near future, I do not believe it will be possible to get a thoroughly competent man for the place. I think it can be properly considered a case of "imperative necessity," particularly in view of the increased responsibilities the position will carry as a result of the proposed consolidation of the two divisions. It would be a serious mistake to appoint a man who did not measure up to the place.

Mr. LITTAUER. When did this man for whom you will make this recommendation go out of the Bureau?

Mr. HITCHCOCK. The first of last month, since my estimates were framed.

Mr. LITTAUER. There is an imperative necessity, and that is the reason? It is because of a change in the Department, and you desire to reorganize?

Mr. HITCHCOCK. Yes, sir; it seems imperative to me, Mr. Littauer, and I am convinced that what I have to suggest is decidedly in the interest of good administration and economy.

Mr. BURLESON. Let us have it.

Mr. LITTAUER. What we ought to have is a statement from the Postmaster-General that since the estimates were submitted to us an imperative necessity for a change in them has occurred because of the promotion of the chief of a bureau and the desirability on behalf of the service of combining two bureaus now in one.

Mr. HITCHCOCK. You have stated it in better language than I could, Mr. Littauer. That is the predicament we are in.

Mr. LITTAUER. What are your recommendations and suggestions under that status of affairs?

Mr. HITCHCOCK. I want to ask your committee to appropriate for a place of \$3,000, instead of the present position of \$2,000.

Mr. LITTAUER. What present position?

Mr. HITCHCOCK. The chief of the division of appointments. When the division of appointments absorbs the division of bonds it will comprise about fifty clerks and will be, in my judgment, one of the most important divisions in the Department. It is very desirable that I should have a competent man in charge of it. As it is now, I am obliged to review practically every case that is handled in the appointment work. It is too much for any bureau officer to do.

Mr. LITTAUER. By that you mean there is too much work connected with it?

Mr. HITCHCOCK. Yes. There is too much work for the head of the Bureau. It seems to me absolutely necessary to have some relief. I need the assistance of a high-grade man who can be relied upon to handle his branch of the work efficiently. Rather than lose the salary necessary to command the services of such a man, I would prefer to sacrifice some of the other places in the Bureau, although we need every one of them.

Mr. LITTAUER. Would that man be able to act as the chief of the division of appointments and bonds and commissions, and at the same time relieve you?

Mr. HITCHCOCK. The right kind of a man at the head of those two divisions combined into one organization would relieve me very much—

Mr. LITTAUER. And be able properly to supervise the work of the two divisions?

Mr. HITCHCOCK. That is exactly what I want him for. As it is now, I am obliged personally to supervise the work in detail. In this respect the appointment work is quite different from the work in the other divisions of my Bureau.

Mr. BRICK. Let me ask you a question, Mr. Hitchcock. You say that it would tend to economy in the public service, too. Is that a fact?

Mr. HITCHCOCK. Decidedly, because of combining the work of the two divisions.

Mr. LITTAUER. There are two places there at \$2,000 each now?

Mr. HITCHCOCK. There would be only one chief at \$3,000 under the proposed consolidation, and we now have two at \$2,000 each.

Mr. BRICK. That is a saving of \$1,000.

Mr. HITCHCOCK. That is a saving of \$1,000 in supervisory work. One man at \$3,000 will manage the affairs of both divisions.

Mr. TAWNEY. Did you not say a while ago that the work is somewhat duplicated and cumbersome?

Mr. HITCHCOCK. Unquestionably there would be a saving in the work of the combined divisions when the organization is completed. At the outset, in order to get the two systems operating together in a proper way, we shall need every clerk now employed. But as soon as we get the two divisions on a proper working basis and thoroughly consolidated into one I am confident there will be a considerable saving in clerical work.

Mr. LITTAUER. But, Mr. Hitchcock, you ask for an increase of five clerks in the division of appointments.

Mr. HITCHCOCK. I did not ask for any increase in the division of

appointments or in the division of bonds and commissions. My recommendation to the Postmaster-General was for an increase of four clerks at \$1,800 each and one clerk at \$1,200 and four clerks at \$1,000 each for the Bureau as a whole. The estimates for these clerks have been inserted under the division since I submitted my recommendations. I did not know until this morning that the changes had been made. They have not been placed properly, as a matter of fact. It was not my purpose to put these clerks into the appointment division.

Mr. LITTAUER. You want to put them in the First Assistant Postmaster-General's bureau?

Mr. HITCHCOCK. I want to put part of them in my own office, and I want also to relieve to some extent the pressure in the division of salaries and allowances, where the work has grown immensely.

Mr. LITTAUER. We look upon the division of salaries and allowances, at least so far as the form of the estimates go, as part of the First Assistant's office.

Mr. HITCHCOCK. Yes.

Mr. LITTAUER. Your real intention was to bring these clerks over, as we have it here under the main paragraph of the First Assistant Postmaster-General's office, and not in the bureau of appointments?

Mr. HITCHCOCK. Yes, sir. My opinion is that no more clerks will be required in either the division of appointments or the division of bonds. I am confident that by the end of another year we shall be able to reduce the number of clerks on the bond work. It would not be possible immediately, however, for at the outset a certain amount of additional work will be required in consolidating the two divisions and readjusting their methods.

Mr. BRICK. In a combination of that sort, if you do away with two chiefs and consolidate them into one at \$3,000, the \$3,000 chief will probably need an extra assistant on account of the combination of the chiefs?

Mr. HITCHCOCK. There ought to be an assistant.

Mr. LITTAUER. You take in such a case as that a clerk of class 4 and practically make him an assistant?

Mr. HITCHCOCK. I would much prefer to have the two \$2,000 places that now exist. It would be good administration. I can recommend conscientiously that the \$3,000 place be given to the bureau, and that the \$2,000 places now existing be continued for chiefs of sections.

Mr. LITTAUER. Assistant chiefs?

Mr. HITCHCOCK. Yes; assistant chiefs. I need some more high-grade men. I realize, of course, the attitude of the committee, but I am so anxious to get a competent man to take charge of the appointment division that I am ready to make almost any sacrifice in order to obtain that place.

Mr. LIVINGSTON. If you should give that man \$3,000 for this combined division, what effect would that have on the attitude of the other chiefs? Would they not also want \$3,000, too?

Mr. HITCHCOCK. After the proposed reorganization of the appointment division there will be only three divisions in my bureau, and the superintendents of the other two already receive \$3,000 or more. The superintendent of the division of salaries and allowances draws \$4,000, and the superintendent of the division of city delivery \$3,000. The superintendent of the reorganized division of appoint-

ments, which will be larger in personnel than either of the other divisions, should draw at least \$3,000.

Mr. LITTAUER. Is not the salary of the superintendent of the division of salaries and allowances out of touch with the other salaries? Is it not too large?

Mr. HITCHCOCK. My judgment is that none of these salaries is too large.

Mr. LITTAUER. Is it not a little too much out of proportion?

Mr. HITCHCOCK. It is higher than the others; but my judgment is that we make a mistake in not paying higher salaries for all such positions. That is why I say \$3,000 is the lowest sum I want to offer a competent man to take charge of the appointment division.

Mr. LITTAUER. If you do that, you want to call this man a superintendent instead of a chief of division—the superintendent, say, of appointments, bonds, and commissions.

Mr. HITCHCOCK. I would prefer the shorter term. Superintendent of appointments will cover it all. The bond work is simply an incident.

Mr. LITTAUER. That may be so there, but there are other Departments in the Government that have to do with appointments where bonds and commissions do not join in the same service, and if we give the superintendent of appointments in one Department a high salary we ought to in the others.

Mr. TAWNEY. When an appointment is made, they have got to give a bond?

Mr. LITTAUER. They have in the Post-Office, but not in the Treasury Department, for instance.

Mr. HITCHCOCK. This division looks after the bonds of 65,000 postmasters. In the division of salaries and allowances and also in the division of city delivery there is some additional bond work that pertains to the services under those divisions. Bonds are given by post-office clerks and letter carriers as well as postmasters. I want to put the three divisions on the same basis as regards the method of handling bond work. It is a better way to conduct it. The bond work should be done in conjunction with the other work of the divisions. There would seem to be no more reason for calling the new position "superintendent of appointments and bonds" than for calling the head of the city delivery division a superintendent of city delivery and bonds. That is the point. I think superintendent of appointments would be a better title.

Mr. LITTAUER. It is not the appointments in the Post-Office Department here in Washington, but it is the postmaster appointments outside?

Mr. HITCHCOCK. Yes; over 65,000 postmasters.

Mr. LITTAUER. Consequently it ought to be called bonds of postmasters. Otherwise it would be mistaken for the appointments in the Post-Office Department here. You have an appointment clerk here, too, have you not?

Mr. HITCHCOCK. His work has to do merely with the personnel of the Post-Office Department proper, comprising only about 1,100 employees.

Mr. LITTAUER. You make that clear.

Mr. TAWNEY. This consolidation, as proposed, meets with the approval of the Postmaster-General, does it?

Mr. HITCHCOCK. It does, Mr. Tawney.

Mr. TAWNEY. He is soon to retire from the office, and there has been a great deal of reorganization in that Department in the last year according to the judgment or opinion of the head of the Department. You can not, of course, state whether this proposed consolidation will remain permanent for a time or meet the approval of the next Postmaster-General?

Mr. HITCHCOCK. I can make that prediction, however, because of my belief in the advantages it will bring. I am confident in my own mind that this consolidation of the appointment and bond work will prove to be so advantageous that nobody hereafter will wish to go back to the old method.

Mr. TAWNEY. You think the advantages to the service and the economies effected by it would be such as to justify its continuance under any administration?

Mr. HITCHCOCK. I do. I have been studying it since December last, and it is a matter of conviction with me. I want to have it done under my own administration as a measure of reform for the betterment of the service.

Mr. BINGHAM. Do you think under this reorganization plan that you will reduce or enlarge expenditures?

Mr. HITCHCOCK. The reorganization plan will unquestionably reduce expenditures after it is properly operating. I do not claim that we can begin on the day of reorganization to run at a lower expense. At the outset there may be some little confusion, entailing additional work; but when we get the two organizations brought together and the work systematized I have no doubt that we shall be able to reduce the number of employees in those two divisions.

Mr. LITTAUER. And relieve the First Assistant Postmaster-General?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. From what little knowledge I have of the office, you have had yourself, in large part, to be the actual superintendent of that division?

Mr. HITCHCOCK. Exactly.

Mr. BINGHAM. Then you increase the sum total of the estimates by \$144,000 for next year as against the current law, and that comes from the natural increase of the service?

Mr. HITCHCOCK. You are speaking now of the sum total for the Department?

Mr. BINGHAM. Yes; for the next fiscal year. I simply want to know if that comes from the normal or natural increase of the service.

Mr. HITCHCOCK. I am hardly the officer to make any statement in reply to that question. That should come from the head of the Department; but I assume that, generally speaking, it must be true.

Mr. LITTAUER. Are there any further questions or have you any further comments that you desire to make?

OVERTIME WORK.

Mr. HITCHCOCK. I wanted to bring one matter to your attention as showing the need of more help in my Bureau as a whole. We kept a record of the time from the 1st of December last until the 31st

of March last, inclusive, and during that period the employees of my Bureau, numbering altogether 124, including the 6 details, showed on an average a record of 79.7 hours of overtime per employee.

Mr. LITTAUER. 79.7 hours in four months.

Mr. HITCHCOCK. Yes. In other words, the overtime of my entire force averaged above three-quarters of an hour a day per employee. Naturally, the principal part of this overtime should be credited to certain employees. I do not mean to say that every clerk in the Bureau worked overtime to that extent. Many did not. But the real workers, the men on whom I depend to help bear the burden in my Bureau, have been obliged to work long hours by day and many hours by night in order to keep pace with growing business of the services under our control. I feel that the additional employees we have requested are absolutely necessary in order to put the Bureau on a reasonable time basis. I am confident I have not asked for too many new places.

I do not like to make any comparisons, but so far as I can ascertain there is not another Bureau in the Government service that has been obliged to work its employees as my Bureau did during the past winter. I want to avoid a repetition of such conditions.

Mr. LIVINGSTON. If you cut out a lot of your routine work, would not that relieve you?

Mr. HITCHCOCK. We could cut out a lot of routine work if the public would permit it. But we can not cut it out and render satisfactory service.

Now, there are three \$2,000 places, Mr. Chairman, that would be affected by the plan of reorganization I have to recommend. The chief of the division of appointments, the chief of the division of bonds, and the chief of the division of correspondence.

TRANSFER OF DIVISION OF CORRESPONDENCE.

I neglected to say that in this plan of reorganization I should recommend—and with the approval of the Postmaster-General, because I have discussed it with him—that the work now performed by the division of correspondence, in the consideration of questions regarding the mailability of obscene, scurrilous, and defamatory matter, in the preparation of decisions as to the delivery of mail as to which the ownership is in dispute, and in preparing answers to questions requiring a construction to be placed on the postal laws and regulations, that all this work be transferred from my Bureau to the office of the Assistant Attorney-General for the Post-Office Department. It is in line with the work that is now being done in that office and should be handled there.

Mr. LITTAUER. This should have come up before your estimate was prepared.

SUGGESTED CONSOLIDATION OF TWO DIVISIONS (AGAIN).

Mr. HITCHCOCK. The vacancy did not occur, Mr. Littauer, until after the estimates were prepared. We could not accomplish the reorganization satisfactorily without a change of personnel. If we can now get this \$3,000 place, it will be possible to make the desired readjustment.

Mr. LITTAUER. If we do give you this \$3,000 place, this superintendent, then there are three \$2,000 places that we must consider as to their further duties, and they consist of the chief of correspondence, chief of appointments, and chief of bonds and commissions?

Mr. HITCHCOCK. That is correct.

Mr. LITTAUER. What, under the plan, do you propose to do with those three? Of course, we appropriate for one chief of a division of correspondence. We do not determine what his duties shall be or what work shall go to him, or whether this work shall go to one division or to another.

Mr. HITCHCOCK. I can explain that in a few words. My request is that you appropriate for these three \$2,000 places as chiefs of sections, and I will tell you just how I want to use them. In the first place, there is a chief of the division of bonds whom I wish to provide for. If we consolidate his division with the division of appointments, he will become a subordinate. He has been a faithful officer; he is an old soldier, and has had a long and creditable record in the Department. I wish to provide for him in some way, and my thought was to make him chief of a section and let him continue to supervise the bond work under the direction of the superintendent of appointments. At any rate, I want to keep him on the rolls at his present salary. He deserves it because of his past record. Then, I have a large section in the division of salaries and allowances that has to do with the appropriations for clerk hire—appropriations aggregating about \$25,000,000 annually.

I had in charge of that division a clerk at \$1,800, a very competent man, a college graduate and an efficient executive, but he could not afford to stay at that salary. In order to retain his services I was obliged to appoint him to a vacancy in my field force. He is a valuable man, and I did not want to lose him. I appointed him to a \$2,000 place. I put in charge of the section a less experienced clerk, who looked after its affairs as well as he could while the former chief was doing field duty. What I want is a \$2,000 position in the division to enable me to retain the services of a high-grade man, who shall have constant charge of that very important branch. I am now obliged to utilize one of my field positions.

I had a similar experience with the section of post-office quarters. We make contracts through that section that involve an expenditure of about \$3,000,000 annually. I did not have in the whole Bureau an available man who was competent to handle that important work. I was obliged to bring in from the field a man who had previously served in the Bureau, but who went into the field because of the higher salary. I induced him to come into the Bureau and take charge of that section at \$1,800 with the idea of restoring him later to field duty. He took the place largely because of his desire to help me out in a predicament.

Now, there are these two important sections, and it would be money in the pockets of the Government, when you consider the vast appropriations involved, to place high-grade men in charge of them. Think of \$25,000,000 to be apportioned by an \$1,800 clerk! It means practically that. The expenditures controlled by the Bureau are simply enormous. Our estimate calls for about \$85,000,000 for the

coming year, and I think it is clearly in the interests of good administration to have the best possible men to supervise these appropriations. What we need in my Bureau is not a force of additional low-grade clerks, but a reasonable number of high-grade, competent men whom we can rely upon to handle all that great volume of work in a businesslike and economical manner. That is why I ask your committee to let me have these three \$2,000 places that now exist, and to give me in addition the \$3,000 place I request in order that I may employ a competent man to take charge of the appointment work. I would prefer to have these high-grade places, even if it means a sacrifice of some additional employees in the lower grades, but I unquestionably need all I have asked.

Mr. BURLISON. It is not your purpose to give the \$3,000 to some man in there at the present time?

Mr. HITCHCOCK. Yes, it is; and he is a man I can not retain unless I do something of that kind for him. I consider him one of the most valuable men in my Bureau. I have induced him to remain this long by expressing my belief that later a more adequate salary could be obtained for him.

Mr. LITTAUER. Why didn't you impress the Postmaster-General with these facts so that we should have the estimate in that shape?

Mr. HITCHCOCK. The estimates were being prepared at a time when I was the acting head of the Department, and exceedingly busy. They had to be submitted to the Secretary of the Treasury in accordance with law not later than October 15. As a matter of fact, I did not have time then to work out in its details this plan of reorganization.

SUPERINTENDENT OF POSTMASTERS' APPOINTMENTS.

Mr. LITTAUER. You ask for a superintendent of postmasters' appointments, at \$3,000?

Mr. HITCHCOCK. I do.

Mr. LITTAUER. You have a chief of the division of correspondence to-day and a chief of division of appointments and a chief of division of bonds and commissions. What you want are three chiefs of division, at \$2,000—

Mr. HITCHCOCK. Chiefs of sections—

Mr. LITTAUER. In addition to the three that are there now, or in place of the three?

Mr. HITCHCOCK. In place of them. It would be an additional expenditure of \$3,000.

Mr. LITTAUER. And then instead of having three separate appropriations here to call them three chiefs of sections, as you termed them, instead of chiefs of division as they are generally called in the service?

Mr. HITCHCOCK. Exactly.

Mr. LITTAUER. And you want one \$3,000 man extra?

Mr. HITCHCOCK. Yes, sir.

Mr. BRICK. And then you want these extra employees to prevent overtime and excessively hard work?

Mr. HITCHCOCK. Yes, sir.

Mr. BURLISON. I think we understand.

Mr. HITCHCOCK. I want to add that there are now under my Bureau, including the postmasters and their assistants and the clerks and the carriers, more than 200,000 post-office officers and employees.

Mr. LITTAUER. Do the recommendations and applications for the increase of salaries of these 200,000 men all come to your Bureau?

Mr. HITCHCOCK. They come to my Bureau. If you will glance over the administrative expenditures for the various services of this Government I do not think you will find anywhere a Bureau that conducts the services under it at so low a cost comparatively as does the Bureau of which I have charge. I think the total appropriation for salaries in my Bureau would amount to \$176,430, according to my estimate. If you add the new \$3,000 place I desire it will mean a total of \$179,430 for a Bureau administering services that expend annually about \$80,000,000.

OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL.

Mr. BINGHAM. General, have you any statement you desire to make?

Mr. SHALLENBERGER. I have not.

Mr. BINGHAM. Then you may proceed with your recommendations.

Mr. LITTAUER. Take up your increases of salary first and then your increases of force.

SUPERINTENDENT OF RAILWAY MAIL ADJUSTMENTS.

Mr. SHALLENBERGER. On page 251 of the bill \$500 is asked for, the increase of compensation of the superintendent of railway mail adjustments. I do this because of the increased responsibility devolving upon that officer with the normal increase of the railway mail service and the adjustments of compensation to the railroads necessitated thereby, but chiefly because in recent years he has had additional duties in superintending the administration of the pneumatic-tube service, which has been extending, together with the city wagon service, the messenger service, and such new services as the Chicago tunnel service. Supervision of most important special work is included in the division of railway mail adjustments, and this involves additional responsibility, justifying fully, I think, a salary of \$3,000.

Mr. LIVINGSTON. Who is the chief there?

Mr. SHALLENBERGER. Mr. Crew.

INCREASE OF FORCE.

Mr. LITTAUER. Now, as to your increase of force.

Mr. SHALLENBERGER. As to the increase of force, we have, as you will notice, requested an increase of 9 clerks in the Department proper and 3 additional in office of the general superintendent of railway mail service, making 12 in all, providing you transfer from the postal service bill to the legislative bill the office of the general superintendent of railway mail service, as I trust you will do.

Mr. LITTAUER. That is the same matter we had up last year?

Mr. SHALLENBERGER. Yes.

Mr. LITTAUER. The work is all done in Washington?

Mr. SHALLENBERGER. Yes, it is, and in the Department. I pass upon the mail of the railway mail service every day just as I pass upon the mail of every other division, and it could not be separated from the Department under any condition.

Mr. LITTAUER. Do you wish to take over the men in this bill with the identical rates of compensation which they receive now?

Mr. SHALLENBERGER. With slight changes, which I will explain. Let me say, first, that the increase of 9 is brought about largely by the new legislation of the last session of Congress, which imposes on the Postmaster-General the duty of fining railroad companies for failure to keep schedules. That necessitates, of course, affidavits from the various companies and the consideration of these affidavits in our division of inspection.

Mr. LITTAUER. That is new legislation, and fines were not formerly imposed?

Mr. SHALLENBERGER. Not as a mandatory provision for failures to observe schedules. Again, Congress at the last session imposed an additional duty of forwarding supplies by freight or express, which involves the duty of conferring with the railroad companies as to rates and conditions under which the supplies shall be forwarded, all of which makes necessary these 8 additional clerks.

Mr. LITTAUER. Will there be much of a saving effected by forwarding supplies in that manner?

Mr. SHALLENBERGER. By forwarding the supplies and the imposition of fines?

Mr. LITTAUER. Just by forwarding supplies?

Mr. SHALLENBERGER. We have not had enough experience to tell as yet. You will notice we are asking for thirty-five clerks of class 2, at \$1,400, which is an increase of four clerks. We ask also for twenty-eight clerks of class 1, at \$1,200, which is an increase of four clerks. We ask for three messengers, also, at \$480, in lieu of three assistant messengers at \$720, which would be an increase of \$360 in the aggregate. Then we ask for four assistant messengers at \$720, an increase of one assistant messenger, in all making, as I have said, an increase of nine employees.

Mr. LITTAUER. Why do you appoint these messengers?

Mr. SHALLENBERGER. Because they are doing the full duty which would be done by a \$900 clerk, such as opening and separating mail as it comes and assigning it to the various divisions—doing in connection with the messenger work a certain other kind of clerical work. But they are of a higher grade than assistant messengers. They should have larger salaries so as to give some incentive to the assistant messengers to prepare for that character of work. We need one assistant messenger, and that makes in all an increase of nine employees.

TRANSFER OF RAILWAY MAIL SERVICE OFFICE FORCE.

In the Railway Mail Service we ask for the transfer of the office force as it is, with this exception, that seven clerks of class 2, \$1,400 each, will include one that is now designated as a printer at \$1,300, there being no \$1,300 salaries now in the Department, and this printer having served long enough to entitle him to the promotion, which is not in the Railway Mail Service. We wish to transfer him with the force and make his salary \$1,400.

PRINTERS, ETC.

MR. LITTAUER. How many printers have you?

MR. SHALLENBERGER. I think six or eight.

MR. LITTAUER. What are the rest of those you started to enumerate?

MR. SHALLENBERGER. I was just going down the list. We ask for six clerks of class 1, at \$1,200, which included one additional clerk now about to be designated in the printing office and another designated at \$1,100, there being \$1,100 clerks in the railway mail service, but not in the Department. But this man, like the other, has served so long in the \$1,100 class that he is about ready for promotion. Then in the next class there are nine clerks at \$1,000, which will include one additional, about to be appointed, and six designated as printers or pressmen, at \$1,000 each. We did not increase the salaries of those six. Then we ask for one boy, a messenger, at \$420, who is about to be appointed in the railway mail service at a salary of \$35 per month, taking the place of a page in the ordinary service and called "devil" in the office of an ordinary printer outside.

MR. LITTAUER. Why do you call these printers clerks? Why should they not be designated according to what they properly do?

MR. SHALLENBERGER. There is no provision for that.

MR. LIVINGSTON. They are classified, are they?

MR. SHALLENBERGER. They are classified in the railway mail service and simply detailed to the office of the General Superintendent of the Railway Mail Service to act as printers.

MR. LITTAUER. It seems to me they ought to be specified as printers, without any relation at all to the amount they receive as compensation.

MR. LIVINGSTON. They are specified as clerks.

MR. CHANCE. They are classified as railway postal clerks now.

MR. LITTAUER. They should have a proper designation. To have them serve as printers and call them "clerks" is something out of our minds.

MR. CHANCE. It is like calling a stenographer a clerk.

MR. LITTAUER. Yes; but that is part of a clerk's work, whereas printing is not a part of a clerk's work. I myself would not have known that there was such a thing in the railway mail service as a printer.

MR. SHALLENBERGER. There are printers in all the divisions. The Daily Bulletin, issued by the Department, giving the orders and changes in the Department, comes daily from the printing office of the railway mail service.

MR. LITTAUER. You have printers also in your own office—printers classified as clerks?

MR. SHALLENBERGER. You mean in the Department proper, outside the postal service?

MR. LITTAUER. Yes; clerks appropriated for under the office of the Second Assistant Postmaster-General?

MR. SHALLENBERGER. In the railway mail service we have.

MR. LITTAUER. You have clerks appropriated for in the railway mail service who serve as printers, but not in your own office?

MR. SHALLENBERGER. Not one.

MR. LITTAUER. In this scheme of bringing over the division of railway mail service will you not send us a letter stating how many

clerks of the various classes are doing the work of printing or are connected with the printing establishment?

Mr. SHALLENBERGER. I can do that. I can do it by telephone in a moment or two. I think it is six.

Mr. LITTAUER. And also give their rates of compensation. I personally feel they should be taken out of the class of clerks and put into the class of printers.

Mr. LIVINGSTON. They are not really printers, in the technical sense of the term, are they?

Mr. SHALLENBERGER. They are printers, those who have regularly learned the art of printing as a rule. Those of the lower grade, when we detail them at \$800 or \$900, sometimes learn the printing after they go into the Department, but we also have those applying for admission to the railway mail service who have been printers, so that when we come to detail people to the printing office we very often find it easy to select a man who has had experience as a printer.

Mr. CHANCE. I can give you the number of clerks, General. One printer at \$1,300, one printer at \$1,100, five printers at \$1,000 each, one pressman at \$1,000, and one boy messenger at \$420.

Mr. LITTAUER. Then, as I understand that, the printer who receives \$1,300 is included in what we would call class 2?

Mr. CHANCE. Yes.

Mr. LITTAUER. The printer at \$1,100 again is included in class 1?

Mr. CHANCE. Yes.

Mr. LITTAUER. The \$1,000 men come over at the same compensation, and the pressman also, and the messenger boy also?

TRAVELING EXPENSES, RAILWAY MAIL SERVICE.

Mr. SHALLENBERGER. At the same compensation, yes. In regard to expenses, the only criticism or suggestion Mr. Overstreet made at the time this transfer was discussed was that we should take over in the legislative bill the \$20,000 in the postal service bill for the traveling expenses; but when his attention was called to the fact that all but a few hundred dollars of that would be needed to pay the expenses of officers in the field and strictly in the postal service and that only a few hundred dollars would be for necessary expenses of the General Superintendent and the assistant to the General Superintendent, and the chief clerk's expenses, he did not seem to think it would be as important to segregate the two as he first thought.

Mr. LITTAUER. Are there any traveling expenses in this division as we will take it over? Will they then incur traveling expenses?

Mr. SHALLENBERGER. The general superintendent will occasionally travel on the road.

Mr. LITTAUER. How about his assistants and clerks?

Mr. SHALLENBERGER. The assistant general superintendent and chief clerk may also be sent out at infrequent intervals to inspect the service, but his clerks will not necessarily be on the road any more than the clerks of other divisions.

Mr. BRICK. Then you need some expense that you need to apply to officers on this roll?

Mr. SHALLENBERGER. Yes.

Mr. BRICK. How much would that be in a year?

Mr. SHALLENBERGER. Probably \$500 would more than cover the expenses for the past year. Probably \$300 would.

Mr. BRICK. It would seem to be a proper and natural division that the traveling expense should be attached to these officers. If a change is made, it should be done by this committee, and the traveling expense of the Department force should be changed also.

Mr. CHANCE. In the case of the chief inspector his traveling expenses are carried on the post-office appropriation bill.

Mr. BRICK. That is not in this roll, is it?

Mr. CHANCE. No; but he bears the same relation to this bill as an officer in the Department here does to the postal service bill.

Mr. BRICK. The traveling expense attached to this roll that naturally belongs to it would be better treated by this committee than by some other committee.

Mr. CHANCE. A great many expenses are paid by that other committee of employees in the Department that are not handled by this committee.

Mr. BRICK. Employees here in Washington?

Mr. CHANCE. Yes, in some cases. I do not see the necessity of transferring any part of that, because it would not amount to more than \$300 or \$400 at the most.

Mr. BRICK. There is only one raise in this transfer, as I understand it, Mr. Shallenberger?

Mr. SHALLENBERGER. In the transfer there would be two—the one at \$1,100 would be raised to \$1,200, and the \$1,300 man would be put up to \$1,400.

Mr. CHANCE. We do not insist upon that, but we do that to make them uniform.

Mr. BRICK. I understand. I wanted to get at the facts.

Mr. BINGHAM. Have you anything more, Mr. Shallenberger?

Mr. SHALLENBERGER. Nothing, unless the committee desires to ask further questions.

OFFICE OF THE THIRD ASSISTANT POSTMASTER-GENERAL.

SUPERINTENDENT OF DIVISION OF FINANCE.

Mr. LITTAUER. You want to jump up the superintendent of the division of finance \$500. You increase the salary from \$2,250 to \$2,750 in your estimate.

Mr. MADDEN. That is a mistake, sure. My estimate was \$2,250.

Mr. LITTAUER. It comes to us at \$2,750.

Mr. CHANCE. The Postmaster-General changed that estimate. It should have been called to the Third Assistant's attention. Through some oversight it was not. It was done in order to correspond with other division chiefs for the same kind of work.

Mr. MADDEN. I was not advised.

Mr. LITTAUER. This was in order, then, to conform to other salaries?

Mr. CHANCE. It was to give the salary which the Postmaster-General thought he was entitled to.

Mr. LITTAUER. How many years has the superintendent of the finance division been receiving \$2,250?

Mr. MADDEN. I do not know, but it was raised from \$2,000 to \$2,250 during my incumbency.

Mr. LITTAUER. And the duties have not changed?

Mr. MADDEN. No, sir; they have not changed in their character, but there has been an increased volume of business. The duties are the same.

Mr. CHANCE. That division has more than doubled in size.

SUPERINTENDENT OF DIVISION OF REGISTERED MAILS.

Mr. LITTAUER. Now, let us go on here. I see you estimate for an increase for the superintendent of the division of registered mails from \$2,500 to \$3,000.

Mr. MADDEN. Inasmuch as there has been a change in that position very recently, I am quite willing to abandon that request. The change took place since the estimates were made up, and I would like to have my new man earn his laurels first.

Mr. LITTAUER. Good. Now, your other changes are——

INCREASE OF CLERICAL FORCE.

Mr. MADDEN. An increase of five clerks of class 2, two clerks of class 1, three clerks at \$1,000 each, and nine clerks at \$900 each.

Mr. LITTAUER. Necessitated by what?

Mr. MADDEN. Necessitated by the normal increase of business. It is a very conservative estimate at that.

OVERTIME WORK.

Mr. LITTAUER. Are your clerks generally compelled to work overtime?

Mr. MADDEN. Yes; generally. I was sorry, when I heard Mr. Hitchcock give such a clear exposition of his overtime work, that I had not prepared a statement of the overtime work of my bureau. There is such a condition in my office, and I need these clerks to keep up the work.

Mr. LITTAUER. Have you any other comment?

Mr. MADDEN. Not unless you wish me to read into the record the statement I made in connection with my estimates.

Mr. BURLESON. Leave it here, and it will be put into the record.

Mr. MADDEN (reads):

The creation of the position of assistant superintendent, division of money orders, is urged in the interest of efficient administration. That is an important division. The duties of superintendent are of such a character that an assistant is necessary in many ways which can not be enumerated in detail. It frequently happens that the superintendent of the division must be absent on account of sickness, vacation, or emergencies of business, and on such occasions the division should be left in charge of a competent assistant familiar with every detail of the service. The present force of the division is 51 employees, which amply justifies the creation of the assistantship.

The additional clerks (five of class 2, two of class 1, three at \$1,000, nine at \$900) are required in the proper handling of the postal business under the jurisdiction of the Third Assistant Postmaster-General and for its thoroughness and businesslike expedition. Under present conditions, with the force limited as it is, some duties of the business necessary for the protection of the revenue are neglected. Notwithstanding much overtime service during the past year, it has

frequently happened that rulings of greatest importance to the business interests of the country could not be handled with sufficient promptness. Thoroughness, accuracy and exactness can not be sacrificed, and the seeming unbusinesslike delay due to the great volume of work and the lack of sufficient help with the requisite qualifications are annoying and distressing to those whose interests are at stake. These conditions bring criticism upon the Department and are detrimental to good administration.

It should be understood that in the case of the apparent increase of nine clerks at \$900 there is actually an increase of only two. We now have six clerks at \$840 and one at \$720 which are not estimated for. Seven of the nine positions estimated for in the increase in the \$900 class are to be filled by those now receiving \$840 and the one \$720. The work that these low-paid clerks perform is similar in all respects to that performed by the \$900 and upward class. There is still another reason. It is very difficult, if not impossible, when filling vacancies in these low grades to secure employees possessing the requisite qualifications. The salaries are too small. Three of the assistant messengers employed in the Bureau of the Third Assistant Postmaster-General are performing service exactly similar to that performed by messengers in other bureaus, and five laborers are performing assistant messengers' work. The estimates were therefore framed in a desire to correct these conditions and do justice to the employees. That requires an increase of three messengers in lieu of three assistant messengers and an increase of two assistant messengers in lieu of five laborers, which are eliminated.

The number estimated for remains the same. It is merely an adjustment of salaries and a rearrangement of grades.

PER DIEM ALLOWANCE.

Mr. LITTAUER. In the submission of your estimates we notice that the per diem allowance for the assistant superintendent and also for the special agents has been omitted, and the note says it has been transferred to the appropriation for the service of the Post-Office Department. These appropriations were carried in this bill for many years, according to the tables we had before us.

Mr. MADDEN. They originated in the legislative bill.

Mr. LITTAUER. Yes; but are they entirely devoted to the service, and should they be properly paid out of the charges for the service?

Mr. MADDEN. Speaking now for myself, they belong more particularly in the Department than in the field, although their duties partake of both divisions.

Mr. LITTAUER. Why, then, do you recommend it that way in your estimates?

Mr. MADDEN. I did not; the Postmaster-General did.

Mr. LITTAUER. Please describe in what way they are partly in one service and partly in the other.

Mr. MADDEN. Suppose I read into the record a part of my statement. You speak now, do you, both of the special agents and of the assistant superintendents?

Mr. LITTAUER. Yes.

Mr. MADDEN. I wish to have it understood that I am giving my personal views as I gave them to the Postmaster-General on October 13 last. He, however, did not concur, and probably has good reasons for not doing so. Those reasons are not known to me. He is the head of the Department, and I should feel it my duty to represent his views rather than my own if they were known to me. My personal views I find are in opposition to those of my chief, and that places me in an awkward position.

I think the positions should be carried where the Postmaster-General desires to have them carried. The substance of what I

state to the Postmaster-General under date of October 13 is as follows:

The positions in question were created upon the legislative bill and have always been carried upon that bill. They are distinctly different from apparently similar positions carried on the field-service bill. The employees in these positions are more properly departmental officers than field officers.

In the case of special agents, their duties are of an unusual character. They are required to have expert knowledge not only of the whole subject of second-class mail matter, but of the constant changes going on in the publishing world which come to the knowledge of the Department and the rulings and methods of the Department meeting the changed conditions in the publishing world. If they were carried on the Post-Office bill it would be in violation of law to employ them as much as is absolutely necessary and as is the practice in the work of the division of classification, where they acquire the knowledge and insight into the individual cases as they arise, which makes their field service of substantial value. In addition to that their departmental status facilitates their personal direct instruction by the Third Assistant Postmaster-General on the individual cases submitted to them for investigation in the field—instructions which, as a general thing, it would not be advantageous, even if it were practicable, to place in writing.

These positions grew out of the situation at the beginning of the reform of the abuses of the second-class privilege. It was then found that the services of the general field officer would not do if we would be successful. Specialists were required; men having both the experience in the workings of the Department and special training in that line.

Since the appointment of the special agents substantial progress has been made in correcting the abuses of the second-class privilege, and the situation abundantly justifies not only the appropriation for their maintenance, but the policy of maintaining them as departmental officers rather than as field officers, although their duties partake in a measure of both services.

As to the assistant superintendents of the registry system, very much the same can be said; but they are not as much employed in the Department as the special agents. Nevertheless their duties are more of a departmental dignity and character, as their title indicates, than is true of field-service employees. Prior to the creation of these offices the field service of the registry system was very unsatisfactory. Methods varied in each post-office according to the notion of the head of the division or that of the postmaster himself. The assistant superintendents, therefore, were created for a special purpose and went into the field, among other things, to bring about uniform and economical methods in post-offices. The enormous amount of money values handled in the registered mails makes it necessary for their protection to supervise the service as is now done through the assistant superintendents. The results are very satisfactory. They, like the special agents, are specialists in their line. They have no other duties to distract them and they receive their instructions direct. Under this method of supervision the efficiency of the service has so developed that it was possible on July 1, 1905, for the Postmaster-General to issue a proclamation commending the almost wonderful efficiency of that service, and he stated that it was "no exaggeration to say that there is no private enterprise in the world with a better record."

True it is that we did get along before we had these special agents and assistant superintendents, but we did not get along nearly so well; the service was not nearly so efficient. The abuses of the second-class privilege were much more numerous and costly to the Government, and the registry service was much less satisfactory to the public.

In my judgment it would be a retrograde move and disadvantageous to the service to change the status of either the special agents or the assistant superintendents from departmental officers to field officers by carrying them on the postal service bill, unless there be also enacted a provision which would make it lawful to employ them in the Department according to present practices. The positions are not analogous to any others in the postal service; they are exceptional. The question of the proper place for the appropriations for these positions arose under Postmasters-General Smith, Payne, and Wynne. The situation was explained to each, and each approved the carrying of them on the legislative bill as is now due. The question has also arisen in the Appropriations Committees of the House and Senate, and when explanation was made the present practice was approved.

Mr. LITTAUER. Just hand that memorandum to the stenographer.

Mr. MADDEN. Let me explain that the Postmaster-General asked me for a memorandum as to why they were carried in the legislative bill, and I am reading from the statement I made to him. I notice his judgment is that they should go in the postoffice bill, and I do not want to recommend anything that would be contrary to his judgment.

Mr. LITTAUER. All we want are the facts in connection with this service. We have the recommendation of the Postmaster-General eliminating these items from the legislative estimates.

Mr. MADDEN. Of course I do not want to have a judgment counter to his.

Mr. BURLESON. We asked you to submit to us what, if any, reasons can be urged upon this subject.

Mr. MADDEN. Yes, sir; I will send you a memorandum this afternoon.

Mr. LITTAUER. You will put that in better shape?

Mr. MADDEN. Yes, sir.

ASSISTANT SUPERINTENDENT OF MONEY ORDERS.

Mr. LITTAUER. I notice that you ask for an assistant superintendent for the division of money orders?

Mr. MADDEN. Yes, sir.

Mr. LITTAUER. Why?

Mr. MADDEN. There is a very marked increase in the money-order business. There is no assistant superintendent to relieve the superintendent. He is frequently required to be absent, sometimes on account of sickness.

Mr. LITTAUER. Does not the chief clerk perform the duties?

Mr. MADDEN. Yes, he does now; but the division is so important that it calls for an assistant superintendent as a matter of good administration. I took that view of it, and that is the reason for the recommendation.

Mr. LITTAUER. That is all.

OFFICE OF FOURTH ASSISTANT POSTMASTER-GENERAL.

Mr. LITTAUER. You have a number of very important changes here, Mr. De Graw. Have you made any general suggestions for a change of the organization of your force this year?

Mr. DE GRAW. Not beyond what occurred last year. We have put in practice what we suggested to you was about being done last year when we were here. The divisions of supplies and dead letters, and topography came to us last year.

Mr. LITTAUER. But there has been no moving of bureaus since that plan of reorganization settled upon last year?

Mr. DE GRAW. No, sir.

Mr. LITTAUER. Now, then, begin and take up these various changes. Is there any information you desire to give us that is not included in your notes?

Mr. DE GRAW. Those notes, Mr. Chairman, cover the reasons why the changes are essential, as we think, to good administration.

DIVISION OF DEAD LETTERS.

Mr. LITTAUER. And then we can go over to the division of dead letters. There, for instance, you desire to make an assistant superintendent and increase the compensation \$200?

Mr. DE GRAW. Yes, sir. That is the only change.

Mr. LITTAUER. What do you mean by the difference between a chief clerk and an assistant superintendent? The duties will be no different, will they?

Mr. DE GRAW. No, sir; except I thought it was essential to good administration to have uniformity. At present the division of topography has an assistant topographer, which position we recommend be made assistant superintendent, while the division of dead letters has a clerk of class 4 who acts as chief clerk, and is acting superintendent in the absence of the superintendent. In the other two divisions of this Bureau, namely, rural delivery and supplies, there are assistant superintendents. The changes proposed in the divisions of dead letters and topography are simply with a view to harmonizing these positions in the four divisions of this Bureau.

Mr. LITTAUER. Is it not provided by the statute that a chief clerk shall take the place of the head of a bureau when the head is away?

Mr. DE GRAW. I think so. It is the custom, anyway.

Mr. LITTAUER. Now, the other changes in the dead letter office are all commented on in your notes?

Mr. DE GRAW. Yes, sir.

Mr. BURLESON. And fully explained; also in the division of supplies.

DIVISION OF SUPPLIES.

Mr. LITTAUER. In the division of supplies?

Mr. DE GRAW. I made the same suggestion there, Mr. Chairman.

Mr. LITTAUER. There you already had an assistant superintendent?

Mr. DE GRAW. He receives \$1,800. I thought it proper he should have the same salary as other assistant superintendents.

TOPOGRAPHER.

Mr. LITTAUER. Now, as to the topographer. Do you call him an assistant superintendent?

Mr. DE GRAW. Our recommendation is that the topographer be designated superintendent division of topography, and that the assistant topographer be designated assistant superintendent division of topography.

Mr. LITTAUER. I see you do not propose to increase his salary. It seems to me that a year or two ago we had some strong arguments here why his salary should be increased. You think that is ample compensation?

Mr. DE GRAW. I think it is, in comparison with the amounts received by other superintendents.

Mr. LITTAUER. His work is rather of a more technical nature, is it not?

Mr. DE GRAW. That is true; it is.

Mr. LITTAUER. Then the changes in the clerical force are all commented on in the notes?

Mr. DE GRAW. Yes, sir.

Mr. BINGHAM. As fully as you could state it?

Mr. DE GRAW. Yes, sir; I think so.

DETAILS.

Mr. CHANCE. The notes explain the reason for the details from one bureau to another.

Mr. LITTAUER. Are there any further comments that you have to make?

Mr. DE GRAW. I do not think of any, sir, except that I would like to emphasize the recommendation for assistant superintendents, as I think its adoption would harmonize matters very materially.

SATURDAY, *December 1, 1906.*

DEPARTMENT OF JUSTICE.

STATEMENT OF MR. ORIN J. FIELD, CHIEF CLERK, ACCOMPANIED BY MR. JOHN J. GLOVER, CHIEF OF DIVISION OF ACCOUNTS; MR. PEYTON GORDON, ATTORNEY IN CHARGE OF PARDONS; MR. GEORGE KEARNEY, LIBRARIAN, AND MR. CHARLES EARL, SOLICITOR OF THE DEPARTMENT OF COMMERCE AND LABOR.

OFFICE OF THE ATTORNEY-GENERAL.

ATTORNEY IN CHARGE OF PARDONS.

Mr. LITTAUER. Your first submission is to increase the salary of your pardon clerk, or rather your attorney in charge of pardons, from \$2,400 to \$3,000?

Mr. FIELD. The Attorney-General asked that his salary might be increased from \$2,400 to \$3,000. The attorney in charge of pardons is required to be an attorney and a lawyer, and to make reports and briefs on all applications for pardons to the President. Mr. Gordon, the pardon attorney, we have here this morning, and if you wish to ask any detailed questions as to his work, he will be glad to answer.

Mr. TAWNEY. How many pardons are issued during a year?

Mr. GORDON. Between 700 and 800 applications for pardons are considered in a year. At the time the present salary was fixed, in 1890, there were between 400 and 450, and they have increased until now, as I said, to between 700 and 800.

Mr. LITTAUER. Have you an assistant?

Mr. GORDON. No, sir. Of course we have a stenographer, who does the actual clerical work, but the briefs have to be dictated by the pardon attorney and submitted to the Attorney-General, and that brief which the pardon attorney prepares in what goes to the President.

Mr. TAWNEY. Does the brief contain anything but an abstract of the record?

Mr. GORDON. In many instances, in long-sentence cases, homicide cases, and cases where the guilt of the petitioner is questioned, it requires a brief of all the evidence and a dissertation on the rulings of the court.

Mr. TAWNEY. In granting pardons does it ever occur, or scarcely ever, that the President is expected or asked to go back of the verdict of guilt?

Mr. GORDON. Oh, yes; in a great many cases. You see they have a great many cases from Indian Territory, Alaska, and Porto Rico, and cases in which these people that are tried are not very ably defended, and in a great many instances Members of Congress get interested in them after they have been convicted and raise the question of their guilt, and then the testimony is sent for and briefed and commented upon.

Mr. TAWNEY. Is it not a fact that the cases are based on extenuating circumstances developed at the trial?

Mr. GORDON. Yes, sir.

Mr. TAWNEY. And unless the district attorney and the judge trying the case recommend the pardon, very little consideration is given to the application?

Mr. GORDON. There is a set of rules made by the Attorney-General and approved by the President, that when neither the district attorney nor the trial judge recommends that the prayer be granted it stops right there and does not go to the President.

Mr. TAWNEY. Do you brief such cases?

Mr. GORDON. No, sir; but in 50 per cent of such cases somebody writes, and I answer and say the case will be reopened if the President directs, and in a great many cases some one then writes to the President and asks him to consider it anyway, and in a great many instances, after requests of this character are made by people whom the President may think know what they are talking about, he directs that the case be reported to him, and in those cases the records of the case are briefed and presented to him.

Mr. TAWNEY. Your present salary was fixed sixteen years ago?

Mr. GORDON. Yes, sir.

Mr. TAWNEY. Since that time the amount of work has increased 100 per cent?

Mr. GORDON. Yes, sir; and I may say they have increased the clerical force in the pardon attorney's office to the extent of one clerk at \$900, and his salary has been increased, and the salary of another clerk in his office has been increased to \$1,600. Notwithstanding this increase in the clerical force all these briefs have to be dictated by the pardons attorney; hence his work has increased proportionately. No one else since I have been there has ever dictated or written a brief.

Mr. TAWNEY. That involves, first, the going over of the records in the case thoroughly in order to dictate the brief?

Mr. GORDON. Yes, sir; and the taking of these cases to my home at night. We get thousands and thousands of pages of testimony, and we get great batches of letters.

Mr. LITTAUER. Are you busy all the year round?

Mr. GORDON. Yes, sir.

Mr. LITTAUER. How many applications have you the year round?

Mr. GORDON. There are from 60 to 75 pending all the time. The day the application is filed it is sent to the district attorney who tried the case with the request that he make a report, and if possible get the views of the trial judge thereon. He may be a week or two weeks or a month in reporting, and consequently there are

always a large number of cases awaiting action, besides new cases are filed daily. In 1893 all pardon warrants were drawn through the Department of State. Now, these warrants have to be drawn through the pardon attorney, and of course they have to be dictated by the pardon attorney. There is a great similarity among them. It is like a man dictating a deed. Yet, notwithstanding that, it is the responsibility of dictating it and comparing it and having it absolutely correct. There are anywhere from 150 to 200 of them that have to be taken care of in a year.

Mr. BINGHAM. Is not the main body of your work cases which come from the Army, Navy, and Marine Corps?

Mr. GORDON. No, sir; they constitute but about 4 per cent.

Mr. BINGHAM. Who prepares these cases?

Mr. GORDON. The army and navy cases are reported on by the Secretary of War and the Secretary of the Navy to the President, and then a letter will come to our office stating that the President has granted the pardon and the warrant is then prepared in the pardon attorney's office.

Mr. LITTAUER. Who formulates them?

Mr. GORDON. They do it themselves. The President grants them upon the recommendation of the Secretary of War or the Secretary of the Navy, respectively, and after he has written on the back of the papers the word "granted" they come to my office.

Mr. LITTAUER. Who does the briefing in those cases? Is it done in the office of the Judge-Advocate-General?

Mr. GORDON. I suppose so.

Mr. BINGHAM. These appeals do not come to your Department at all?

Mr. GORDON. No, sir.

Mr. BINGHAM. You have only the civilian cases?

Mr. GORDON. Yes, sir. I will state, however, that all warrants of pardons granted in the Army or Navy and also in civil cases, are dictated by me, whether they come from regular criminal courts or courts-martial, and are prepared in the office of the pardon attorney.

SALARY OF DISBURSING CLERK.

Mr. LITTAUER. The salary of the disbursing clerk up to 1904 was \$2,300 and for two years it has been \$2,750, and now you recommend an increase to \$3,000?

Mr. FIELD. That item has been submitted for one or two years, and I presume you will recall the statement of the disbursing officer last year. He is unable to be here this morning.

Mr. BINGHAM. What are the annual disbursements?

Mr. FIELD. About \$4,000,000. He is required to give a bond of \$50,000 each year at his own expense, which depletes his own salary that much.

Mr. LITTAUER. What is his name?

Mr. FIELD. Mr. Alexander C. Caine. You will find a full statement in the hearings of last year.

LIBRARIAN.

Mr. LITTAUER. Have you no librarian?

Mr. FIELD. The Attorney-General submits a request to have the position of librarian created, at \$2,000 a year. The Department

has never had a librarian as such, but merely a clerk detailed to take charge of the library.

Mr. LITTAUER. Where is your library?

Mr. FIELD. In the Court of Claims building, at Seventeenth street and Pennsylvania avenue, about a half a mile away from the rest of the offices.

Mr. LITTAUER. You detail a clerk there at what compensation?

Mr. FIELD. Twelve hundred dollars a year. I might say that the clerk who is at present occupying this position was obtained through a competitive civil service examination. He is required not only to be a trained librarian, but must necessarily be a lawyer also. Mr. Kearney, the librarian, is here this morning in case you desire to ask him any questions.

Mr. LITTAUER. How long have you been acting as librarian?

Mr. KEARNEY. Since last December.

Mr. LITTAUER. We have just been told that your salary is \$1,200?

Mr. KEARNEY. Yes, sir.

Mr. LITTAUER. That is the salary of a clerk of class 1?

Mr. KEARNEY. Yes, sir. I have been receiving that compensation since the 1st of July. I went at \$900 last December.

Mr. LITTAUER. You were promoted to a clerk of class 1 in July?

Mr. KEARNEY. Yes, sir.

Mr. LITTAUER. Was your position obtained through a civil service examination for librarian?

Mr. KEARNEY. Yes, sir.

Mr. LITTAUER. Was any intimation given you at that time what salary you would get?

Mr. KEARNEY. I had a general idea. I was for fourteen years the assistant in the law library of Congress, and I received \$1,400 there. I took the position understanding that there was a good chance if I could qualify for it.

NUMBER OF VOLUMES.

Mr. TAWNEY. How many volumes are there in the library?

Mr. KEARNEY. About 40,000. It is a very important and valuable collection of law books. It is a working library, all purchases being made for the use of the Department.

CATALOGUING.

Mr. TAWNEY. Who does the cataloguing?

Mr. KEARNEY. I do.

Mr. LITTAUER. Do you send books from the library to the Department of Justice?

Mr. KEARNEY. All the time. The librarian has to have a knowledge of law, library, science, and legal bibliography; besides this he supplies all the Federal officers throughout the country—judges, marshals, district attorneys, and clerks—with books, such as Statutes at Large, Revised Statutes, etc.

PURCHASE OF BOOKS.

Mr. LITTAUER. Are purchases for the library made through you?

Mr. KEARNEY. Yes, sir.

Mr. LITTAUER. Who directs you what to buy?

Mr. KEARNEY. The librarian does the purchasing. He has to anticipate the wants of the Department and have on hand the books they need.

Mr. LITTAUER. Is that the work you are now doing?

Mr. KEARNEY. Yes, sir.

ASSISTANTS.

Mr. LITTAUER. How many assistants have you?

Mr. KEARNEY. One assistant and a messenger.

Mr. BRICK. What does the assistant get?

Mr. KEARNEY. Nine hundred dollars.

Mr. FIELD. He is just a clerk detailed to help in the Library. What I wish to impress upon the committee is the fact that the librarian besides being a trained librarian must also be that grade of clerk known as a law clerk. He must have qualified as a lawyer the same as a law clerk, and the Attorney-General felt that he ought to receive similar compensation to law clerks. In fact, he frequently looks up questions of law and furnishes rough drafts of briefs and matters of that sort.

ADDITIONAL MESSENGERS.

Mr. LITTAUER. You want an additional force of one messenger in place of one assistant messenger?

Mr. FIELD. The Attorney-General personally presents this request of an increase from \$720 to \$840, and he authorized me to say that he urged it and hoped that the committee would see fit to grant it.

ADDITIONAL CHARWOMAN.

Mr. LITTAUER. You want another charwoman?

Mr. FIELD. Yes, sir. One more charwoman is necessary to properly take care of our buildings. We have from time to time occupied more rooms and the force has gotten to where we really need more help. I only ask for one this year.

INCREASE OF SALARY OF CHIEF OF THE DIVISION OF ACCOUNTS.

Mr. LITTAUER. What comment have you to make upon the request for an increase in the salary of the chief of the division of accounts?

Mr. FIELD. The Attorney-General submits a request for an increase of the salary of the chief of the division of accounts from \$2,500 to \$3,000. Captain Glover, the chief, has appeared before you many times. He is here this morning and you all know him. He will make any statement or explanation that you desire.

Mr. LITTAUER. I think we had a full hearing in regard to this matter last year.

Mr. GLOVER. Not on this question. I never asked anything from the committee since I have been chief of the division.

DUTIES OF CHIEF OF DIVISION OF ACCOUNTS.

Mr. LITTAUER. Will you kindly explain your duties?

Mr. TAWNEY. How do your duties and responsibilities compare with those of the disbursing officer whose salary you are asking to have advanced to \$3,000?

Mr. GLOVER. It is very difficult to compare them; the duties are entirely different.

Mr. TAWNEY. What do you say in respect to the responsibility?

Mr. GLOVER. So far as I am concerned there is no financial responsibility in my position at all. Of course, I do not give any bond.

Mr. LITTAUER. Please describe the work.

Mr. GLOVER. All the accounts that go to the Treasury Department are examined in my division with the exception of penitentiary accounts and accounts of the Government prisoners. The accounts for the ordinary support of prisoners are examined in my division as well as the other accounts. That is the least of my work, the least trying.

Mr. LITTAUER. What is the main work?

Mr. GLOVER. The main work of the division is the examination of accounts.

Mr. LITTAUER. The examination of accounts?

Mr. GLOVER. Yes, sir; but that is not the most difficult part of my work by any means. The difficult work is the authorization of expenses by United States courts and their officers. You know most of those letters are written by myself or under my supervision, and go direct to the Attorney-General. There is a class of them, however, that are under the joint supervision of the general agent and myself. This work that I speak of requires special qualifications and special training. To do the work that is assigned to me the chief of division ought to be a man who is well read in law and has had experience in court, which I have had, both, and he should have had large experience in the matter of accounts and the matter of authorizations.

Mr. LITTAUER. How long has your salary been \$2,500?

Mr. GLOVER. Since I have held the position.

Mr. LITTAUER. How long has that been?

Mr. GLOVER. Six years ago last July. I acted six months without the pay of chief of the division.

Mr. LITTAUER. This office of chief of division was created seven years ago?

Mr. GLOVER. Yes; seven years ago. No; longer ago than that. The position of the chief of division was first created in January, 1895, by special provision, and a special appropriation was made. Since that time the responsibilities and labor have very much changed and have largely increased.

Mr. LITTAUER. I notice here in the year 1897 the chief of the division of accounts was receiving \$2,200. The office must have been created that year.

Mr. GLOVER. It was made a division distinctively after I became chief. Before that the general force of the division belonged to the Department. Now it is a separate division in the Department. There is a whole lot of work in connection with advances to United

There is a whole lot of work in connection with advances to United States marshals. All of that is done in my division.

Mr. LITTAUER. Keeping accounts with them?

Mr. GLOVER. Yes, sir; and it requires a careful kind of work. The position is one of very large responsibility and is a very trying place to fill.

I desire to add to what I said at the hearing the following:

In addition to the work mentioned at the hearing I think I should have also mentioned the fact that at each session of Congress the present chief of the division of accounts prepares a large number of important letters in answer to letters and informal requests received from Senators and Members of Congress, including chairmen of committees of the two Houses, relative to proposed legislation affecting United States courts. During the first session of the Fifty-ninth Congress seventy-five such letters were transmitted to Congress.

ADDITIONAL CLERK.

Mr. LITTAUER. You ask for an additional clerk of class 1?

Mr. GLOVER. Yes, sir. I have one man, a clerk of class 3, and I want to have an additional man to take charge of the correspondence. Therefore I desire that he shall be a typewriter as well as a clerk. The correspondence is very large and now in a way more or less irregular, and I want to systematize it and put it in better shape than I can do at present. That estimate has been somewhat carefully considered.

PACKER—INCREASE OF SALARY.

Mr. LITTAUER. Then we have a request that the salary of the packer be increased from \$840 to \$900.

Mr. GLOVER. Yes, sir. He is a packer and ships out all supplies to the United States courts. He takes charge of them. He was a messenger in the Department before he was sent down there. This is only an increase of \$60 to make him feel that his work is appreciated.

MISCELLANEOUS ITEMS.

Mr. LITTAUER. In the miscellaneous expenditures of the Department you ask for no additions. Do you use the appropriation every year?

Mr. FIELD. Yes, sir. The appropriations are now just about as they should be. We got through last year without a deficiency, and I expect that we will get through this year. I have included a provision to the effect that not exceeding 25 per cent of the amount appropriated for any specified class of contingencies may be, if the Attorney-General so directs, transferred and be used for any other specified class of contingent expenses.

Mr. LITTAUER. What is the reason for that?

Mr. FIELD. We have three appropriations for contingent expenses—one for furniture, one for stationery, and one for miscellaneous items. It is sometimes difficult to classify the items as to which appropriation the account should be charged, and the idea was that it would afford flexibility to these appropriations to have a provision that if the appropriation is exhausted in one we might transfer not exceeding 25 per cent to the other. It does not in any way increase the appropriation and is a provision that is made for several of the bureaus of the Government in their contingent expenses.

Mr. TAWNEY. What bureaus do you now refer to?

Mr. FIELD. I think I have specially in mind the Geological Survey. I have seen it specified in several of the bureaus. That is where I got the idea.

Mr. TAWNEY. Is it at all difficult to estimate the expenses for the next fiscal year in any one of these three different contingent items?

Mr. FIELD. I can not say it is, except I might have some large expenditure for stationery or furniture and might deplete that appropriation, and I might have a balance in the other one.

Mr. TAWNEY. That would be the only contingency in which this would be of any benefit?

Mr. FIELD. There are a great many items that may be classed as furniture or may be classed as stationery. It depends upon the idea of the clerk who passes upon the account. You take filing cases. I think the Auditor at different times has allowed them from any one of these three funds. Sometimes they call them furniture, sometimes stationery, and sometimes miscellaneous items. It would simply afford flexibility and allow us to transfer a small portion from one fund to the other.

OFFICE SOLICITOR, DEPARTMENT OF COMMERCE AND LABOR.

ASSISTANT SOLICITOR.

Mr. LITTAUER. The next item is the office of the Solicitor of the Department of Commerce and Labor. You have had a chief clerk and law clerk at \$2,250, and your submission now is for an Assistant Solicitor at \$3,000, together with some changes in your clerical force?

Mr. EARL. The appointment of an Assistant Solicitor, I think, is demanded by the work of the office. The work has been steadily increasing the office of the Solicitor since its organization. Last year Congress went a long way toward putting the organization of this office on a permanent basis, and we appreciate that very much; but in making up the estimates this year I strove to arrange it so that the plan of organization, so well begun last year, might be completed this year.

Mr. TAWNEY. What changes were made last year?

Mr. EARL. I was not in office myself, but my recollection is there were five employees in the office, including the solicitor and one messenger, and for over a year, for two years prior to that, the actual work of the office was done by men detailed from the Department of Justice, from the office of the Solicitor of the Treasury, and from the office of the Secretary of the Department of Commerce and Labor. That, of course, was not a satisfactory arrangement. The conditions were brought to the notice of this committee.

Mr. LITTAUER. We gave you the force last year?

Mr. EARL. Yes, sir; all but one. The number of questions submitted to the office is really very large.

WORK OF BUREAU.

Mr. LITTAUER. Where do the questions come from, the Department or the Secretary's office?

Mr. EARL. They come directly from the Secretary's office, but they originate in the various bureaus of the Department. Some question of law may arise in any one of the thirteen bureaus, and when it reaches the Secretary's office he immediately refers it to the Solicitor for an opinion or for some proper action.

Mr. LITTAUER. Is that mainly in connection with the immigration service?

Mr. EARL. I might say that the immigration service has given us perhaps more work than any other bureau in the Department.

Mr. TAWNEY. It is purely advisory?

Mr. EARL. It is largely advisory, but it also involves a construction of the statutes and an examination of the authorities. Some very important questions come to the office of the Solicitor which call for his very best skill in their settlement. As I say, the number of matters coming to the office is very large. During the fiscal year ending June 30, 1906, there were 42 formal opinions rendered and 719 memorandum opinions. The difference between the two is largely one of form. It is really a physical impossibility for the Solicitor himself to pass personally upon the various details of these several matters, and he must necessarily rely to greater or less extent upon the work of other men and of a responsible man, and, that being so, it is only proper that that responsible man should be recognized as such. In addition to that the Solicitor is not always there. I may say he usually is, but various contingencies arise. For example, my predecessor was sent for two months to the Pribilof Islands last summer to make inquiry in regard to the Japs' raid on the seal fisheries.

Mr. TAWNEY. You have a chief clerk?

Mr. EARL. Yes, sir; and he acts as Solicitor in the latter's absence. In my own case, I am to be temporarily detached from work of the office for a month or two to do some special work for the Department of Justice in connection with certain prosecutions, and during that time the chief clerk or the Assistant Solicitor will have to act in my capacity.

Mr. LITTAUER. Do you ever call upon the Department of Justice for additional assistance?

Mr. EARL. We have not as yet. We endeavor to do all the work that comes to the office, although it necessitates working overtime.

IMMIGRATION INVESTIGATION, CHARLESTON, S. C.

Mr. LIVINGSTON. What are you doing about the Charleston, S. C., matter?

Mr. EARL. That matter is engaging my very best attention. That leads me to say this: There are important questions coming up, such as that one, and the Secretary has the right to the very best ability of the Solicitor. If he takes the necessary time to study a question of that sort properly, to make the necessary examination, and to give his best effort to it, why, he must necessarily lay aside temporarily the ordinary work of the office to some one else, and under those circumstances it is entirely right that the person who assumes the responsibility should be not only qualified, but his qualifications should be recognized in the amount of salary and also in the title of his position.

Mr. LIVINGSTON. In connection with the South Carolina matter, have you considered the right of a State, under her reserved rights as expressed in the Constitution, to contract for labor? Say the State of Georgia is building a railroad and we are going to extend

the State road. Has the State of Georgia the right to make a contract for a thousand or ten thousand laborers and bring them over to work for the State of Georgia under the contract-labor law?

Mr. EARL. That question has been considered and is being considered now.

Mr. BRICK. As I understand, this means the taking away of the chief clerk and law clerk and the making of an assistant solicitor in his stead?

Mr. EARL. Yes, sir. In our office we do not need a person to act as a chief clerk so much as we need one to share the solicitor's duties. The work there is strictly of a legal character. If the committee sees fit to grant this request the positions will be combined as one. I may also add that an assistant solicitor and chief clerk has been provided in every other Department of the Government but one. That is the Agricultural Department.

Mr. BRICK. Is this chief clerk and law clerk now competent to be the assistant solicitor?

Mr. EARL. I think he is. I think he demonstrated that by the way he acted during Mr. Sims's absence last year.

Mr. TAWNEY. If he is acting as assistant solicitor and renders an opinion is the opinion rendered in your name or in his name as chief clerk?

Mr. EARL. He does not render any opinions now.

Mr. TAWNEY. If he were made the assistant solicitor?

Mr. EARL. Then there would be certain matters that we should divide up between us. As to the details of that I have not really decided. I should imagine that in a certain class of cases he would in his own name write the opinion.

Mr. TAWNEY. You think him capable?

Mr. EARL. Yes, sir; I do.

ADDITIONAL CLERK.

Mr. LITTAUER. You ask for one additional clerk?

Mr. EARL. Yes, sir. In the estimates prepared last year by my predecessor he asked for the number of employees really required. Congress reduced it by one. I now ask that the original number be completed. While he asked for a clerk at \$2,000 I ask for one at \$1,800. In addition to that I have asked that the salaries of two of the men be increased from \$1,200 to \$1,400. I think that is only fair.

CHARACTER OF WORK PERFORMED BY CLERKS.

Mr. LITTAUER. What character of work do they perform?

Mr. EARL. All the men in the office do the same character of work. Of course there is a difference in their capabilities.

Mr. LITTAUER. These men do not examine law questions; they only do the clerical work?

Mr. EARL. They make the preliminary examinations; they look up the statutes; they make citations to authorities; they brief the facts. Sometimes very long records come in, and they do work of the character of junior law clerks in preparing the cases for the examination of the real points involved.

Mr. LITTAUER. I think that is all.

JUDICIAL APPROPRIATION—SALARY OF CLERKS.

Mr. GLOVER. There is one matter that I would like to speak of in connection with the judicial appropriation, the salaries of clerks of the several circuit courts of appeal. They act as clerks and get earnings from private individuals and maybe earnings from the United States, and out of those earnings they are entitled to retain \$500 in addition to their salary. Then you provided in the last year or two that they should have \$500 additional. We do not know whether Congress intended that the salaries should be \$4,000 or \$3,500. We would like to have you take that question up and make it so clear that there will not be any doubt in the future.

Mr. LITTAUER. The matter shall be given careful attention.

FRIDAY, November 30, 1906.

DEPARTMENT OF COMMERCE AND LABOR.

OFFICE OF THE SECRETARY.

STATEMENT OF MR. WILLIAM L. SOLEAU, DISBURSING CLERK.

DISBURSING CLERK, ETC.

Mr. LITTAUER. I notice here that you want a few increases of salary in the office of the Secretary. For example, the disbursing clerk, \$250. Then you want to make one of your chiefs of division the head of a printing division and add \$250 to his salary.

Mr. SOLEAU. The increase in the disbursing clerk's salary is rather a delicate subject for me, because I am the disbursing clerk.

Mr. LITTAUER. I thought you were the chief clerk.

Mr. SOLEAU. No; I am the disbursing clerk, representing the Secretary's office. The Secretary could not come up himself this afternoon. The chief reason which the Secretary has for asking the increase of my salary from \$2,500 to \$2,750 is that the naturalization law passed this year puts into the disbursing office the duty of receiving all the naturalization fees, and it is estimated that they will amount to \$300,000 a year, and I shall have to receive them under the law and account for them and be responsible under my bond, and the Secretary thinks that should be allowed for that reason.

Mr. LITTAUER. Now as to the chief of the division of printing.

Mr. SOLEAU. That increase is asked because that officer is charged with the important duty of revising and editing all the manuscripts submitted for the publications of the Department of Commerce and Labor, and he has the general supervision of the printing and editing and proof reading of all the blank forms and blank books for all the service of the Department, both in Washington and outside of Washington. Similar positions elsewhere pay as high as \$2,500 per annum for such service. The work in the Department has resulted in a large saving, as you know, in the printing of that Department.

CLERK TO SUPERINTENDENT.

Mr. LITTAUER. Now the clerk to the Superintendent.

Mr. SOLEAU. It is proposed to drop off an \$1,800 clerkship and put in a \$2,000 place, because in the absence of the chief clerk he acts in his place.

Mr. LITTAUER. How about this engineer?

Mr. SOLEAU. The Secretary has never filled that place. He has no more need for it.

Mr. LITTAUER. Now, about skilled laborers?

Mr. SOLEAU. They are dropped.

PACKER.

Mr. LITTAUER. They are also dropped? I see you drop three laborers and you want a new packer?

Mr. SOLEAU. They dropped two out because they have not used them, and then they want to take a packer in lieu of the other. A great many blank forms and things of that kind, furniture and stationery, have to be sent throughout the country, and it requires a skilled man to do the packing.

WATCHMEN.

Mr. LITTAUER. Why do you want six watchmen?

Mr. SOLEAU. In the building now occupied by the Light-House Board and the Steamboat-Inspection Service, and the Bureau of Navigation only two watchmen can be assigned to that work. Consequently during eight hours out of the twenty-four the building is without the protection of the watch.

Mr. LITTAUER. What building is that?

Mr. SOLEAU. The Builders' Exchange building, 721 Thirteenth street.

Mr. LITTAUER. Do you keep it closed?

Mr. SOLEAU. No, sir. That is the trouble. Other people have access to that building on Sundays and holidays, and for eight hours of each twenty-four no watchman is in attendance. Private concerns have offices in the building.

Mr. LITTAUER. Is there anything of value there?

Mr. SOLEAU. Yes, sir; all the records and reports relating to the steamboat inspection and navigation matters.

CONTINGENT EXPENSES.

Mr. LITTAUER. For contingent expenses you are asking the same amount of money, and you ask to have a provision inserted authorizing the exchange of typewriters and adding machines, and repairs to the building occupied by the offices of the Secretary of Commerce and Labor.

RENT AND REPAIRS.

Mr. SOLEAU. They would not let the building at the current rate longer unless we made the repairs ourselves.

Mr. LITTAUER. What kind of repairs?

Mr. SOLEAU. Plumbing, glazing, and to heating apparatus. The building is held under an annual rental contract at a rate based on 5 per cent of its cost, plus the taxes and repairs by the Government to plumbing and heating apparatus, to electric light equipment, and to window and door glass. The Comptroller holds that unless expressly stated in appropriation for contingent expenses such repairs as are provided in rental contract must be paid from appropriation for rents. We pay \$11,830 for it.

Mr. LITTAUER. Have you spent all your contingent fund this year?

Mr. SOLEAU. We have spent nearly all of it. There are some outstanding liabilities. Repairs by the Government to the Willard Building have occurred for the first time this year and are about \$300. The owners wanted to get \$300 a year additional rental and change the contract so that they will make all repairs.

Mr. LITTAUER. You want to pay \$300 more rent for your stable, I see.

Mr. SOLEAU. The contract for the stable for the current year was signed only the other day. We had a condition renewal provision in the contract, at \$1,200 per annum, providing appropriations are made by Congress from year to year. This year the owner has refused to insert that paragraph in the lease and has served notice on the Department that the rental next year will be \$1,500. The Secretary dispatched several men throughout the city to see if they could not get quarters elsewhere and terminate this lease at once, but they could not find a place that would suit. The rentals have increased elsewhere throughout the city in a greater proportion than this.

BUREAU OF MANUFACTURES.

STATEMENT OF MR. JOHN M. CARSON, CHIEF.

Mr. BINGHAM. Have you any general statement that you desire to make?

Mr. CARSON. No, sir; I did not know until a few hours ago that I was coming here.

COLLATING TARIFFS OF FOREIGN COUNTRIES.

Mr. LITTAUER. I notice in the note in connection with your estimate that it is proposed to transfer the appropriation for collating tariffs of foreign countries from the Bureau of Statistics to the Bureau of Manufactures.

Mr. CARSON. Yes, sir.

Mr. LITTAUER. The additional clerks are asked for that purpose or for the work in your Bureau?

Mr. CARSON. There are no additional clerks asked for. An increase in the amount heretofore appropriated is recommended. There are two men now in that service. "To enable the Bureau of Statistics"—I suggest to the committee that it is hardly proper to provide in the statute that a subordinate do something under the direction of the Secretary, and that the words "Bureau of Statistics" or "Bureau of Manufactures" be stricken out, so that the paragraph will read: "To enable the Secretary of Commerce and Labor to

collate and arrange," and so forth, thus leaving the Secretary to assign the work according to his discretion.

Mr. LITTAUER. That would be a specific direction to the Secretary of Commerce and Labor to place this work under the Bureau of Manufactures, and it must have been placed in here with the sanction of the Secretary.

Mr. CARSON. Under the act organizing the Department of Commerce and Labor the Secretary has general authority to assign these duties.

Mr. LIVINGSTON. But Congress has specific authority to say what it wants done.

Mr. CARSON. Surely.

Mr. LIVINGSTON. That is what we are doing.

Mr. CARSON. Originally this paragraph was put where it now is because that was deemed the best place. The Bureau of Manufactures had not then been organized. It was recently transferred to the Bureau of Manufactures and we have been doing this work since the 1st of last June.

Mr. LITTAUER. You have been doing that work, and in that work you ask for an increase of \$2,000; why?

Mr. CARSON. The amount appropriated for this work is entirely insufficient. It is intended to cover the expense of collating and arranging the tariffs of all foreign countries in form for distribution, showing the equivalents in currency, weights, and measures of the United States for all foreign terms. This work has never been seriously performed by the Government, and for the reason that the amount appropriated was found entirely inadequate. The \$3,500 is expended in salaries for one expert and an assistant. To perform this work requires not only very extensive linguistic ability, but a knowledge of tariff laws, customs regulations, administrative, and numerous other features that attach to importations of merchandise and its clearance in custom-houses. For a man possessing these qualifications any business house in the United States engaged extensively in exporting would pay him double the entire amount appropriated for the work described in the paragraph. We need additional clerical help in this branch, and the need is imperative to meet the calls of business men, which have very largely increased since the work was assigned to the Bureau of Manufactures.

Prior to the transfer foreign tariffs were not published except at rare intervals, and then in a form that was inconvenient and were printed in connection with the large octavo issues of the Bureau of Statistics, in which they were very generally overlooked. Furthermore, we should have what we will not be able to get even with the additional amount asked for—clerical aid of the highest order, men who would be not only good clerks, but who possess a speaking acquaintance with one or more European languages. Under present conditions there is no specific provision for the purchase of official and other publications bearing upon tariff matters. In short, the Department is directed to gather all the tariffs of the world, put them in correct form ready for distribution to the business men of the United States, and do it all with the sum of \$3,500.

When this provision was originally inserted in the appropriation bill it was expected that the International Bureau for the Publication of Customs Tariffs, which was created under a convention held

in 1890, would supply all that was needed. It has been learned, however, by all the nations signatory to that convention that the International Bureau can not satisfactorily supply what is wanted, and every one of them except the United States conducts its foreign tariff publications independently of the International Bureau. The tardiness of the work at Brussels prevents early intelligence of tariff changes, and in consequence we are obliged to rely largely upon reports of the British Board of Trade and other official and unofficial publications. In the race for trade in the world's markets it is of the utmost importance to have the earliest possible information about changes or proposed changes in tariff rates or ministerial decrees.

Mr. LIVINGSTON. Have you told us why you ask for this increase of \$2,000?

Mr. CARSON. Because \$3,500 is entirely insufficient to do the work.

Mr. LITTAUER. Is your work being done any differently than before?

Mr. CARSON. To some extent. I venture to say that there is not a gentleman around this table, with all your experience, who would know where to go to obtain tariff information.

Mr. BURLESON. What character of tariff information?

Mr. CARSON. As to foreign schedules and rates of duty, ministerial decrees, port and other charges that attach to imported merchandise.

Mr. BURLESON. Do you mean those made by foreign countries?

Mr. CARSON. By foreign countries; yes.

Mr. LITTAUER. Tell us what you mean to do with the extra \$2,000. How do you mean to expend the money?

Mr. CARSON. We should have additional men to collate these tariffs and put them in form for publication, and we should purchase official and other publications dealing with foreign tariffs.

Mr. LITTAUER. The collating of this information is a matter of statistical tabulation, is it not, or gathering together and publishing of these tariffs? I notice here that you want to purchase books. What do you need books for?

Mr. CARSON. There is a great deal of information relating to tariffs that is not found in schedules. The mere ascertainment of the rate of duty on a given article is simple enough; you can turn to the tariff and find it. But there are numerous charges in connection with that article when it reaches the port of destination that add to the cost to the consumer. We want to know, for example, what the port charges and terminal charges are; what is the character of the port, its water depth, and all those matters in connection with admission of merchandise.

Mr. LITTAUER. Why do you want to know these things in connection with this inquiry?

Mr. CARSON. To answer numerous inquiries we are receiving every day from business men.

Mr. LITTAUER. For this particular purpose this is to enable the Bureau to collate and arrange in form for distribution. Of course, no correspondence excepting the correspondence in connection with that matter would take place under this?

Mr. CARSON. No; but we need men to collect, classify, and collate this matter, so that when called for we can give it to the people for whom it is intended. It is proposed to segregate the tariffs relating to all the industries, so that when the rate in any country on any

particular article is wanted we can promptly supply the desired information. What we want is simply to do work similar to that which is being done by foreign governments for our commercial competitors, and by means of which we will be enabled to secure entrance into foreign markets and maintain ourselves when we get there.

METHODS OF EUROPEAN GOVERNMENTS.

I would like to file for the record a statement which was prepared for a general report, outlining how European governments labor to secure markets for their manufactured products. This paper describes what is being done by Germany.

Mr. LITTAUER. Very well, you may insert it at this point.

Following is the statement:

What is being done by other commercial nations in conducting propaganda for the promotion of their commercial and productive industries stands in marked contrast with the little that is being done by the United States. It explains why our competitors are so strongly entrenched in foreign markets and why manufacturers and merchants of the United States find it so difficult to gain an entrance and to maintain themselves even when entrance has been made. In Germany there is no minister of commerce, commercial matters being in charge of one of the departments of the imperial ministry of the interior, corresponding with our Department of Commerce and Labor. That department is presided over by a director, who is assisted by several officials who are called councilors, each charged with the study of one or more particular subjects coming within the scope of the department. Thus the study of foreign commerce is divided between five or more of these councilors, of whom one has to do with trans-oceanic commerce, another with Europe, a third with the Far East, etc. The study of foreign tariffs and commercial legislation generally is also divided among several of these councilors according to branches, one being charged with the chemical industry, one with the textile industry, a third with the iron and steel industries, etc. Under these councilors come bureaus and divisions devoted to the collection and publication of information relating to the various topics assigned to the department.

These councilors are relieved of all the routine work, such as our chiefs of bureaus and divisions are generally required to do in addition to their more important duties. Their time is taken up exclusively with the study of the information relating to their province, which information they derive from foreign and German official and unofficial publications and from confidential sources. All the confidential reports and information which are sent in by the German diplomatic and consular officers, chambers of commerce, and the imperial consultative board, upon reaching the Department of Commerce is classified and put into the special files of the various councilors according to the division of the work. In this way the councilor charged with the study of trade relations with American countries gets not only the information derived by the subordinate officers from the published sources, but also every confidential report, letter, etc., that reaches the Government from any source relating to America. When the time arrives for introducing a tariff act or concluding a commercial treaty with a foreign country, the councilor charged with that special branch or that particular country finds himself fully equipped to give information and advice upon every topic of interest to German trade to the Administration and to the legislative organs of the Government. The councilors are also required to attend the sessions of the imperial consultative board.

The collection of information relating to tariffs and other commercial legislation is in charge of a chief of a division who has six assistants performing the technical work of that division. This does not include the clerical force employed for letter writing, filing, etc. This force, however, is inadequate for the work of translation that has to be turned out, and additional assistance is rendered by other clerks in the Department as well as outsiders, who are engaged from time to time according to the needs of the service. The clerks of the division are also frequently required to work outside of the regular office hours, and are paid an additional compensation for work thus performed.

The translators employed in the tariff division are all former customs officers. Their past experience and training in the German customs service has given them a thorough knowledge of the commercial phrases and technical terms em-

ployed in the customs practice. Each of these translators is required to know thoroughly at least one foreign language. The different foreign countries are divided between these translators according to the languages they are familiar with, and in this way they become thoroughly acquainted with the tariffs of those countries. In addition to the translation work they are required to assist their chief in answering inquiries as to rates of duty and customs regulations in the countries with which they respectively deal.

Grievances of German citizens against customs treatment abroad are usually referred to the Department of Commerce. In addition to the regular force in the tariff division, before referred to, there are two men who give their services exclusively to the examination of such complaints. These men are also former customs employees, and as they devote their entire time to the study of foreign tariffs they are well posted on that subject. Whenever the tariff experts employed in the tariff division are unable to give a competent opinion, the case is referred to one or more technical experts, such as chemists, electrical or mechanical engineers, textile experts, etc. These are not on the regular staff of the Department of Commerce. Most of them are regularly employed in the German patent office; others are well-known trade experts engaged in private pursuits; but all of them are on the regular list of consulting experts which is resorted to by the Department of Commerce in case of need, and they are compensated from time to time according to the services rendered by them.

Another division in the same Department is charged with the publication of information relating to foreign commerce other than tariff legislation. This includes consular reports and all such topics as are published in our consular and trade reports. This division is presided over by a chief who has eight assistants. The two divisions cooperate very closely, and the clerks of one division are frequently made to assist those in the other divisions, according to the exigencies of the work.

SOURCES OF INFORMATION.

The chief source of information as to foreign tariffs utilized by the Department of Commerce are the official publications of the foreign countries, all of which are subscribed to and paid for in cash from funds of the ministry of the interior. While the ministry of foreign affairs receives through its diplomatic officers the foreign tariffs and other official publications which it regularly forwards to the Department of Commerce in the ministry of the interior, the latter does not rely upon that source, the reason being that these publications are received by them with the usual delay resulting from diplomatic procedure. The officials in the Department of Commerce aim to be independent of the foreign office in this respect as far as possible, and, as a rule, have the information relating to foreign tariffs published long before such documents reach them through their foreign office.

PUBLICATIONS.

All information relating to foreign commerce, such as tariffs, consular reports, statistical information culled from foreign publications, etc., is published in four periodical publications:

First. *Nachrichten fur Handel und Industrie*, published three or four times a week. This publication contains information culled from foreign consular and other official reports, and other foreign publications, which is classified under various headings, such as agriculture, stock raising, fisheries, textiles, mineral industries, machinery, etc. Information relating to the minor industries is grouped under different countries. A third division is devoted to customs tariffs. In addition to that, the *Nachrichten* contains supplements from time to time devoted to a review of some special industry in which the statistical and other data relating to the production and commerce of the entire world are brought together from various foreign sources.

The *Nachrichten* contains only such information as can be of immediate use to the practical business man, and is mailed exclusively to manufacturers, merchants, and other business men of standing. To all such people they are sent free of charge. Unlike the other publications of the German Government, they can not be purchased from any book dealer.

The publication is practically considered confidential, is not sent to any foreign countries except the United States and Austria-Hungary.

Second. *Handels-Archiv*. This is a monthly publication issued by the ministry of the interior, and contains information similar to that published in the

Nachrichten, but having a more permanent value. It is divided into two parts. The first part relates to foregoing commercial legislation, including customs tariffs; and the second contains such commercial and statistical information as is published in our consular reports.

The first part represents probably the most accurate and complete compilation of information relating to foreign tariffs published anywhere in the world. It not only gives foreign tariffs, such as are published by the Brussels International Customs Union and the British Board of Trade Journal, but also tariff decisions and customs laws. The tariff decisions of every land are carefully scrutinized and so classified for publication in the Archiv that by turning to the cumulative alphabetical index the tariff decisions of any country can be found without much difficulty. The customs laws of the various foreign countries, translated in full or in the most important abstracts, are likewise published in the Archiv. In addition to that all other commercial legislation, for instance that relating to commercial trade-marks, industrial property, navigation, mining, etc., is likewise published.

The regular consular reports of the German consuls are published in the second part of the Archiv, along with commercial and statistical information of permanent value. These reports as well as the foreign tariffs are also issued in separate reprints sold at a very low price.

Third. Special reports of German consuls, prepared as a rule upon the initiative of the department of commerce in the ministry of the interior, are published separately from time to time, the collection of these volumes being known as *Berichte über Handel und Industrie*, of which nine volumes have been published so far.

In, addition to the information relating to foreign customs tariffs given in the above publications, there is a systematic collection of foreign tariffs, published from time to time and known as the *Systematische Darstellung*, in which the foreign tariffs of all countries are arranged according to industries. This publication consists of five volumes, a new edition being issued about once a year, or once in two years. In addition to that, separate reprints are issued in the form of pamphlets for each industry, such as the chemical industry, the textile, iron and steel, mineral, agricultural industries, etc., so that they may be obtained at a very small cost by those interested in any particular branch.

CONFIDENTIAL PUBLICATIONS.

Most if not all information as to foreign trade openings sent by German consular officers which can be of immediate tangible value to German business men is transmitted to them by the department of commerce by means of a confidential publication, which is guarded in the closest possible manner, and is kept inaccessible not only to foreigners, but even to individual business in Germany. The information received from the consuls is scrutinized by the chief in charge of consular reports in the department of commerce, who decides as to what part of those reports is to be made strictly confidential. This is then printed upon plain paper, not bearing even the name of the department and forwarded to every chamber of commerce in the German Empire. The latter are charged with the duty of transmitting that information to the business men who are members of those organizations, but they are not allowed to let those publications leave their offices. No individual business man or firm, no matter what its importance or standing in the Empire, can obtain a copy of those reports even if it specially applies for them. Such applicants are invariably referred to the chamber of commerce in their own district.

COMMERCIAL TREATIES.

While the formal correspondence, etc., in connection with the negotiations of commercial treaties is conducted by the foreign office, the important part of the work concerning the tariff rates is intrusted to a commission composed of one or more representatives from the following departments: Foreign office, department of commerce in the ministry of the interior, treasury department, and the imperial consultative commercial board. The work is divided between the members of the commission in the following manner: The foreign office representative looks after the purely diplomatic parts of the negotiations; that of the department of commerce after the tariff concessions to be obtained from the foreign power; that of the treasury department after the concessions in rates to be granted by Germany, and the representative of the commercial

board after the general balancing of the respective concessions from the point of view of German business interests. This description of the division of the work is true, of course, only in its general outlines, since all the members of the commission work together throughout the negotiations. The department of commerce is usually represented on such commission by the councillor, who has made a special study of the country with which the commission has to negotiate.

THE IMPERIAL COMMERCIAL BOARD.

Another important organization for the promotion of German commercial interests abroad is the so-called Wirtschaftlicher Ausschuss zur Vorbereitung Handels Politischer Massnahmen (imperial consultative board for the elaboration of commercial measures). This body was created in 1898 when the German Government began the preparation of the new customs tariff, which recently went into effect. The object in creating that commission was to bring about a closer cooperation between the business interests and the Government.

The commission consists of 32 members, one-half of whom are appointed by the chancellor of the Empire on the recommendation of the German Agricultural Association, the German Association of Chambers of Commerce, and the Central Association of German Industry, each of the organizations being represented by five members. The other members are appointed directly by the chancellor, also giving representation to the three distinct interests, namely, agrarian, industrial, and commercial.

At the time of the preparation of the present German tariff this commission virtually took an industrial and commercial census of the country, and elaborated for the use of the Government an enormous mass of data which showed in detail the trade of Germany with the various foreign countries in every line of business, the difference in the cost of production in Germany and the respective countries, and the amount of protection required to meet foreign competition. It was this body that understood the famous investigation in which over 2,000 technical experts participated in the preparation of the new tariff.

At present its work is confined largely to the collection of information at first hand from the interests involved whenever a new commercial treaty is to be concluded with a foreign country. As its name implies, it is a consultative organization, but its voice is so authoritative that the commissioners who are sent to negotiate commercial treaties are required to attend the sessions of that board and to follow its wishes as far as possible. All the deliberations of this body are secret.

THE CHAMBERS OF COMMERCE.

The chambers of commerce in Germany are semiofficial bodies, whose functions and activities are strictly regulated by law. They are representative bodies, consisting of men elected by the manufacturers and wholesale dealers in each district. Membership in the constituent body of the chamber of commerce is compulsory, and whether a business man takes part in the election of representative members of the chamber or not, he is required to contribute his share to cover the expenses of the chamber.

The chambers are required by the Government to make their annual reports to the minister of the interior, and these reports are referred to the department of commerce and other departments within whose scope the topics dealt with in the reports may come.

It is to these chambers of commerce that the confidential reports as to trade openings abroad sent in by the consular agents are referred, as heretofore explained. It is to these bodies that German business men resort whenever they have any grievances to which it is desired to call the attention of the Government.

Each chamber has a competent staff of men who are trained to discharge the special duties for which the chambers exist. In this way the chambers manage to save a great deal of unnecessary work for the Government in cases of complaints as to customs treatment abroad. The officials of the chambers examine the complaint and refer it to the Government only when they find it justified.

They are especially valuable to the Government as sources of information which comes directly from the business interests involved. As the Department service is thoroughly organized, every item of information which comes from any chamber of commerce is properly utilized.

Mr. LITTAUER. And in this particular connection with the collation and arrangement of the tariff you need \$2,000 more?

Mr. CARSON. Yes.

Mr. BINGHAM. Has your Bureau been doing any of this work?

Mr. CARSON. Yes; we are doing it now.

Mr. BURLESON. Do you not also gather the information for publication that is provided for under the item carried on page 281, "For securing information for census reports, provided for by law, semimonthly reports of cotton production, and periodical reports of the domestic and foreign consumption of cotton, etc.?"

Mr. LITTAUER. No; that comes under the Census Office.

Mr. BURLESON. Do you not think that the words "cotton-seed oil and cotton seed" ought to be added after the words "cotton products?"

Mr. CARSON. Yes; I think so.

Mr. LIVINGSTON. If you add those words you will have to add to the appropriation.

EXPENDITURE OF APPROPRIATIONS.

Mr. LITTAUER. Mr. Carson, you have charge of the expenditure of that appropriation of \$50,000. Will you tell me what you have under it?

Mr. CARSON. We have six special agents—one in India, one in China, one in Australia, one in South Africa, and two in Europe.

Mr. LITTAUER. What lines are they investigating?

Mr. CARSON. One man in Europe is investigating cotton products as prescribed in the act, beginning with Lancashire, the seat of the British cotton industry. The other cotton expert is working in China. We had two men last year in China who covered that field very well. The man in England and the man in China are cotton experts, raised in the manufacturing business and appointed upon the recommendation of the cotton manufacturers. They are especially inquiring into markets for cotton products. Another man, now in Europe, has general instructions, and specific instructions with regard to the leather industry, including boots and shoes. Then we have a man in India, one in South Africa, and one in Australia.

Mr. LIVINGSTON. When will you be able to make some report of the results of this expenditure of \$20,000?

Mr. CARSON. We are reporting right along and publishing reports from time to time.

Mr. LITTAUER. Will you have the cotton inquiry finished by the end of the current fiscal year?

Mr. CARSON. I can not say.

Mr. LIVINGSTON. That depends upon what you tell them to do.

Mr. CARSON. They have the whole world before them, and markets for cotton goods are world wide and continuous in their demands and necessities.

Mr. LITTAUER. How many years will it take to complete this investigation?

Mr. CARSON. You will find in these reports [handing to members of the committee printed reports] the kind of work we are doing.

Mr. LITTAUER. Mr. Carson, here you have special agents whose object is the extension of the foreign commerce of the United States. Of course, the field is almost unlimited, is it not?

Mr. CARSON. Yes; it is without limit.

Mr. LITTAUER. So far you have devoted this work entirely to men who have gone abroad for the purpose of writing these various monographs.

Mr. CARSON. They make reports upon trade conditions as they find them, desirable climatic conditions, customs and tastes of the people, and send us samples of goods that are used by them. We distributed last year very nearly 8,000 samples of cotton goods in this country, and the work has been very highly commended by the cotton people. The samples came from our special agents in China, and were sent through the South and East. The collection included samples of every description of cotton goods imported into China and worn there, with statements giving wholesale and retail prices, uses to which put by the people, popularity of patterns, etc.

Mr. BURLESON. Showing the character of the goods that the Chinese people want.

Mr. CARSON. Yes. Now, about this cotton trade. Take South America, right at our doors. We sell about \$400,000,000 worth of raw cotton to Europe and elsewhere every year. They take it to Europe fabricate and bring it back past our doors and sell the cloth in South America. For the six months ending June last the British alone sold in Argentina \$7,000,000 worth of cotton piece goods, and we sold in South America for the twelve months ending in June last \$3,700,000 worth of cotton goods. It is to exploit those facts and to inform our people as to the wants and requirements of foreign markets that our efforts are being directed. When made acquainted with these conditions our manufacturers and merchants will not send skates to the Tropics and fur goods to Jamaica.

FOREIGN COMMERCIAL AGENTS IN THE UNITED STATES.

Mr. TAWNEY. Is there any foreign country, European country, which has its agents throughout the United States?

Mr. CARSON. Yes; Germany, Great Britain, France, Italy. Canada is spending more money exploiting foreign markets than we are, and in consequence we are losing commerce to Canada right along. There is no nation that makes any pretention to foreign commerce that spends as little money as the United States in this direction, and the Bureau of Manufactures, which has been in existence little more than one year, is the first organized effort of the Government to promote the sale of our manufactures in foreign markets. When you recall that the output of the manufactures of this country in 1905, according to Census Bureau reports, aggregated nearly \$15,000,000,000, and that we exported last year \$910,000,000 worth of manufactured goods, and that the agricultural products of this country, according to Secretary Wilson's last report, was worth \$6,700,000,000, of which less than \$800,000,000 worth were exported, you will realize the value and importance of our productive industries. The Department of Agriculture is annually provided, properly so, with hundreds of thousands of dollars. We are asking for less than \$35,000 in the interest of manufactures.

Mr. TAWNEY. We don't give the Agricultural Department the money for the development of trade in foreign countries.

Mr. CARSON. You have fostered the agricultural business so that it is now a science. The farmer has been taught to analyze the soil and prepare it for the greatest yield, what kind of crops to plant to secure the most profitable results, how to garner them to the

best advantage, and the location of the best markets. The money expended to secure these results has been wisely expended. If you will make reasonable provision for the Bureau of Manufactures, we will make foreign markets so well understood by our manufacturers that they will not only get into them, but will maintain themselves against foreign competitors.

Mr. LIVINGSTON. Provided you take down the protective tariff wall.

Mr. BINGHAM. What is the percentage of our exported manufactures of the amount manufactured?

Mr. CARSON. I have not worked out the percentage. Last year we exported \$910,000,000, and the total product is placed at \$15,000,000,000, in round numbers.

Mr. LITTAUER. You ask for a chief clerk in your Bureau, and a stenographer to the Chief of Bureau.

Mr. CARSON. Good organization and effective administration require a chief clerk. A man to act as chief clerk effectively should have statutory authority behind him.

Mr. LITTAUER. You have now besides your assistant a chief of division.

Mr. CARSON. That position came to us from the Department of State. It is designated chief of the consular division. A stenographer to the Chief of the Bureau is urgently needed. The Bureau has a very large correspondence, which is constantly increasing, and a large portion of it must be taken care of by the Chief of the Bureau. As a rule replies to letters received are original—that is, each reply must be prepared for the particular matter in hand.

I want to make a special plea for the few additional clerks asked for. We have collected an immense amount of valuable data which can not be promptly classified without further clerical aid.

BUREAU OF CORPORATIONS.

STATEMENT OF MR. JAMES R. GARFIELD, COMMISSIONER.

WORK OF BUREAU.

Mr. LITTAUER. You asked for an increase of force. In order to appreciate the necessity for that force, will you describe the work and how the increase becomes necessary?

Mr. GARFIELD. The increase will only be necessary in case of the extension of the work of the Bureau, investigations, etc., in excess of the number now being carried on. If no greater work is attempted than is being done now, there would be no need of the increase. At present we are finishing the oil investigation, we are in the midst of iron and steel and tobacco, which is nearly completed, and the sugar investigation. We have started the lumber investigation and the investigation of the question of water transportation and canals that are not under the jurisdiction of the Interstate Commerce Commission. The investigation in regard to anthracite coal is very well advanced, but the bituminous investigation has not yet been started.

Mr. TAWNEY. What is the purpose of the anthracite coal investigation?

Mr. GARFIELD. To determine the extent of control of the companies engaged in anthracite coal over the field, the amount of capital in-

vested, the interrelation between companies, the relations between the companies and the transportation companies—

Mr. TAWNEY. That investigation is going on under express authority given by joint resolution passed at the last session of Congress to the Interstate Commerce Commission.

Mr. GARFIELD. Over the common carriers.

Mr. TAWNEY. And the ownership of the coal lands.

Mr. GARFIELD. That is true; that is being carried on there, and so much of the investigation as I had already covered they will get the benefit of. I have not continued the investigation since that appropriation was made by Congress, and I shall not continue it if the Interstate Commerce Commission completes all the phases of the investigation. I have been in conference with the Commissioners in order to avoid duplication of work in that regard.

PURPOSE OF COAL INVESTIGATION.

Mr. LITTAUER. Now, give us an idea of what this coal investigation that you started was meant to cover. It was meant to cover the business methods of these companies for the purpose of determining whether or not they were seeking to fasten upon the people a monopoly?

Mr. GARFIELD. That was the prime purpose.

Mr. LITTAUER. How did you carry it on?

Mr. GARFIELD. The investigation so far was without application to the companies for information. I collected all the available information that had been obtained, either before committees in Congress or by special investigation before any action in court in Government cases by the Department of Justice, by various statements published by the coal companies and the railroad companies with which they were connected, and such other information as could be obtained through trade circles. I had that information tabulated and digested and arranged in such shape that I could tell whether it was available for a report to Congress, and then I have outlined from that the various points that were not covered by the information obtained, and these points could be had finally by application direct to the companies themselves. That portion I have not taken up, awaiting the action of the Interstate Commerce Commission.

Mr. LITTAUER. I would like to know whether your coal investigation shows that the great coal companies have been parceling out certain portions of the country and whether the rates charged are under a general schedule that they all have agreed upon?

Mr. GARFIELD. I have not the slightest doubt but what that has been done in the anthracite region.

Mr. LITTAUER. That is one of the great purposes of your Department, that you should investigate so as to bring out such facts in order that Congress may enact proper legislation.

Mr. TAWNEY. That is referring to the anthracite region?

Mr. GARFIELD. This investigation has only referred to anthracite coal.

SUITS INSTITUTED.

Mr. TAWNEY. As a result of your investigations thus far how many suits have been instituted on the information obtained by you and

furnished to the Department of Justice for the purpose of dissolving trusts or for the purpose of punishing the corporations for violation of any law?

Mr. GARFIELD. As a result of the oil report and upon the information obtained by the Bureau of Corporations there are now pending against the Standard Oil Company eight thousand one hundred and eighty odd counts on indictments for rebates.

Mr. LIVINGSTON. How many suits does that make?

Mr. GARFIELD. Ten different cases, I think.

Mr. LIVINGSTON. And that is now up to the Attorney-General's office?

Mr. GARFIELD. Yes, sir. Those cases are now pending before the petit juries in the jurisdiction of western New York, out at Chicago, out at St. Louis, and in the western district of Tennessee, at Grand Junction. Other presentations will be made before the grand juries of Louisiana and California.

STANDARD OIL SUIT.

The Department of Justice has just filed a general bill in equity to dissolve the Standard Oil Company. The bill was filed in the jurisdiction of St. Louis. That bill covers the entire field of investigation made by the Bureau of Corporations, not only the relations of the oil company to the railroads, but its methods of competition, its control over the production of the oil fields, in the refineries, and in the foreign trade. All of that material has been furnished by the Bureau of Corporations.

FERTILIZER TRUST.

Mr. TAWNEY. Did your Bureau furnish the information to the Department of Justice upon which the suit was brought to dissolve the fertilizer trust?

Mr. GARFIELD. It did not. That was by an independent inquiry made by the Department of Justice.

PASSENGER-ELEVATOR TRUST.

Mr. TAWNEY. Did your Bureau furnish the information upon which the suit was instituted against the passenger-elevator trust?

Mr. GARFIELD. It did not. That was under the Interstate Commerce Commission. These oil cases are the only cases that are pending and that have been brought as a result of the investigations of the Bureau of Corporations. A year ago, at the time of the beef decision, the Bureau of Corporations suspended practically its investigations until we could find out where we would land, whether the investigations by the Bureau would embarrass the Government in the prosecutions brought under the Sherman Act; and until the law was passed by Congress last session which interpreted as we believed was the original interpretation of Congress, the act under which the Bureau was created, we did not press our inquiries.

PAPER TRUST.

Mr. TAWNEY. Was the suit instituted by the Department of Justice which resulted in the dissolution of the paper trust brought upon information furnished by your Bureau to the Department?

Mr. GARFIELD. It was not. That inquiry was brought prior to the time that the Bureau commenced its investigation.

Mr. TAWNEY. That inquiry was made by the Department of Justice?

Mr. GARFIELD. Yes, sir; whether by information supplied from the outside or by original investigation I do not know.

PULLMAN PALACE CAR COMPANY.

Mr. LIVINGSTON. Are you taking up the Pullman palace car trust?

Mr. GARFIELD. No, sir; for the reason that the Pullman Palace Car Company is a private car company, and the Interstate Commerce Commission has claimed jurisdiction over the private car companies, and therefore in the beef matter I was unable to go ahead with the investigation by reason of the jurisdiction claimed by the Interstate Commerce Commission.

Mr. LITTAUER. Why should they interfere with you?

Mr. GARFIELD. If they are under that Commission, I can not compel them to give me information. By the wording of the organic act I can only deal with these corporations not under the Interstate Commerce Commission.

Mr. BRICK. Then you collide with each other sometimes.

Mr. GARFIELD. We would, but we endeavor to cooperate and avoid that.

Mr. BRICK. You can only go a certain length and then the other bureau has to continue, and that creates embarrassment?

Mr. GARFIELD. Yes, sir; I may call the officers of a railroad as witnesses for a specific investigation; I can not call the railroad as a party to an investigation.

Mr. TAWNEY. These suits that have been instituted against the Standard Oil Company, both for rebating and on account of its organization and peculiar control, have all been instituted upon information furnished by your Bureau?

Mr. GARFIELD. Yes, sir.

Mr. TAWNEY. In addition to that you are conducting investigations in connection with coal?

Mr. GARFIELD. Yes, sir; coal, iron, steel, sugar, tobacco, and lumber, but I have not proceeded far enough in that to really call it an investigation as yet.

Mr. TAWNEY. Does your investigations contemplate the combination of retailers for the purpose of controlling the price of the products that they deal in and also the division of territory?

Mr. GARFIELD. In lumber?

Mr. TAWNEY. In any business.

Mr. GARFIELD. It does; it follows it through to the consumer, wherever possible.

Mr. BRICK. That is particularly true of lumber. The retailers are the strong factor in Indiana.

Mr. GARFIELD. We run up against this: They say, "We are not engaged in interstate commerce and therefore not subject to the provisions of the act." I think it is all part and parcel of one transaction, and the more clever the device to avoid the operation of the fundamental law, the more flagrant is the violation. The only way we can get at it is by persistent and painstaking efforts. One

of the things I appreciate myself is that I have been before the committee three years now promising results and have been unable to bring results in but two of the investigations. The others are being pushed as rapidly as possible. I felt that it was very much better to go slowly and insure accuracy rather than to make a report that could not be borne out by the facts.

Mr. LITTAUER. You look at the beef investigation. There was as much of an attempted monopoly in restriction of trade as in any other line of commerce?

Mr. GARFIELD. Absolutely. I hope that ultimately that matter may be reached again. I believe the inspection law passed last year will go a long way toward relieving the country of that difficulty, because it will have the indirect effect of bringing to public attention and to Federal notice the methods of operation of those companies.

Mr. LITTAUER. How do you get that through the inspection law?

Mr. GARFIELD. Simply by affording facts as to what they are doing, and the moment you get any light on these people it dovetails into the information which we have. Unfortunately the decision of Judge Humphrey has precluded our pressing to a conclusion that action. The information that was obtained by the Bureau of Corporations to my mind proved conclusively that those men were in a combination and had subdivided the territory of this country so that they controlled it entirely. Up through New York and New England they had as high as 99 per cent and sometimes as high as 100 per cent.

Mr. LIVINGSTON. Why did you not appeal that case?

Mr. GARFIELD. It was a criminal case and the Government was without the power to appeal.

Mr. LITTAUER. And they are controlling the by-products, they are controlling to-day skins and hides just as completely as anything else?

Mr. GARFIELD. Yes, sir; and those special parts of that industry may be taken up by the Government again, and with the law as it now stands we have no fear of running into the difficulties we met before. There were four men with whom I had personally talked and who had voluntarily agreed to give me the information, and Judge Humphrey decided that sixteen men who were connected with those men were immune from prosecution because those men had talked with me.

CLERICAL AND TRAVELING FORCE.

Mr. LITTAUER. As to your Bureau, have you used all the money which was given you for clerical force this year?

Mr. GARFIELD. I have; yes, sir.

Mr. LITTAUER. And also for the traveling force?

Mr. GARFIELD. No, sir; I did not. There was an unexpended balance of seventy-nine thousand and some odd dollars, which was turned back into the Treasury.

Mr. LITTAUER. There was something in the neighborhood of forty-five or fifty thousand dollars which you did not use, and yet you ask for an increased amount this year?

Mr. GARFIELD. Yes, sir. If you will recall, I had a large amount

last year, due to the accumulation of two years of unexpended balances.

Mr. LITTAUER. Those balances have been wiped out?

Mr. GARFIELD. Yes, sir; and turned back into the Treasury.

Mr. LITTAUER. How much did you actually spend last year for your compensation and per diem traveling expenses and all that?

Mr. GARFIELD. One hundred and thirty-six thousand five hundred and thirty-five dollars and eighty cents. That included payments of \$77,855.15 from the lump-sum appropriation of \$125,000, plus unexpended balance, \$31,959.40, brought forward, and \$58,680.65 of the statutory appropriation of \$60,920.

Mr. LITTAUER. And your total estimates are \$248,000?

Mr. GARFIELD. Yes, sir.

Mr. LITTAUER. Why do you need such an amount?

Mr. GARFIELD. It would simply mean that I should increase the number of these investigations that I have referred to. I should take up these other investigations right away, and I could without the slightest difficulty increase double the capacity of the work in the Bureau if I had the means to employ the agents to put the work on.

Mr. LITTAUER. Their work has, after all, to be digested, and the digesting is almost as important as the findings of the facts and the handling of them. Have you sufficient force to handle the results of the work properly and turn it over to the Department of Justice when necessary?

Mr. GARFIELD. I have now with the increase I ask. I ask for an increase in both the statutory force and the lump-sum force, and from my figures of course I know just how much it costs to send a man in the field and the proportion between salary and per diem, and the increase is balanced with the number of men asked for in the force.

EMPLOYMENT OF SPECIALISTS.

Mr. LITTAUER. Who works up the reports?

Mr. GARFIELD. I select men who are specialists in the different lines of investigation and put them in charge of the work. For example, in the iron and steel investigation I employed a Mr. Baldwin, who was a retired manufacturer and who had been in the steel business. He is a man that I am paying \$4,800 a year. I put him in charge of that investigation. He is the one on whom I rely for carrying out the detail work. With tobacco I chose Mr. Muhse, who had information on that, and for oil I had Mr. Durand, who had been in charge of the beef work. In each instance I endeavored to get a man skilled in the special line of inquiry over which they are put in charge.

Mr. LITTAUER. You are confident that the Bureau can well use this much larger sum of money you ask for?

Mr. GARFIELD. I believe so, Mr. Littaer, because we have now learned how to get at these things with the least possible waste of time and energy, and I can in future investigations eliminate a great deal of the trash I have gotten before. Of necessity there is always some trash in these investigations, and I can now more readily arrange my force to accomplish the results that Congress wants.

APPOINTMENTS THROUGH CIVIL SERVICE.

Mr. TAWNEY. These men that you are employing in these investigations and paying out of the lump-sum appropriation are not employed under the civil-service rules?

Mr. GARFIELD. Yes, sir; they are all. I say "they are all." There was an examination held this year in order to get men from the civil service to do this kind of work. There are four or five principal men who did not come from the civil service. I had them appointed by the President as exceptions to the rule. I could not get hold of such a man as Mr. Baldwin; it would be idle to talk about that man taking the examination. Men of that type you have simply got to go and pay them what they are worth. He gets \$4,800, nearly as much as the Commissioner. That is the advantage of the lump-sum appropriation. They are appointed as temporary examiners to conduct these investigations.

Mr. LITTAUER. There is no hindrance, if the President is willing.

Mr. GARFIELD. No, sir. I think it is the only possible way that this Bureau can be conducted for the time being by leaving that in the discretion of the Secretary, upon the recommendation of the Commissioner.

Mr. LITTAUER. You would not want your entire force of special attorneys to be exempt?

Mr. GARFIELD. No, sir; not by any means.

Mr. LITTAUER. How many of those men are exempt?

Mr. GARFIELD. Only 5, I think.

Mr. LITTAUER. Would it benefit the service if those 5 were increased to 25?

Mr. GARFIELD. I think not.

Mr. LITTAUER. The man that you want to send out as special agent is willing to take the civil-service examination?

Mr. GARFIELD. Yes, sir; a thousand men took the examination last month and from what I can learn they are the best type of men that you could call for. The salaries will range from \$1,400 to \$2,000, and I am advised by the Commission that a very large number of the men give evidence of being just the right sort of men that we need.

Mr. LITTAUER. That is a little surprising, because we understand that men worth from \$1,400 to \$2,000 are sought for in all lines of work.

Mr. GARFIELD. I am curious to see what sort of men will turn up as a result of this examination. There were nine hundred and some odd men who took the examination.

Mr. LITTAUER. You practically feel that your Bureau can expend \$100,000 more, or two-thirds more, than it did last year?

Mr. GARFIELD. I think so. The appropriations for 1906-7 are \$185,920. Hence the estimated increase for next year is \$62,320. Of the \$75,000, nearly half of it always goes for per diem expenses, because in the field I find that it is just about even; 45 per cent and 55 per cent of the expenditure goes to salaries and the other to per diem and transportation.

Mr. BRICK. Five of your examiners are exempt from the civil service?

Mr. GARFIELD. They are not exempt, but there are five who did not come in through the civil service and for whom I asked special exception from the President.

BUREAU OF LABOR.

STATEMENT OF MR. CHARLES P. NEILL, COMMISSIONER OF LABOR.

Mr. LITTAUER. What are the changes that you have recommended?

Mr. NEILL. I think there is only one.

Mr. LITTAUER. Twenty thousand dollars in the per diem expense. What is the necessity for that increase of \$20,000?

Mr. NEILL. In the first place the present work of the Bureau is such that, as it stands, we simply can not handle it with our force. We publish annually a report on wages and prices for the current year. It is an extremely valuable report as far as it goes, but it would be more valuable if it were more comprehensive. We have never taken in railroad labor, we have never taken in farm labor, nor mine labor. The report is criticized every year because it is thought that the showing we make is not sufficiently representative, as it covers only manufacturing and mechanical industries. We want to take in railroad and mine labor and a larger percentage of unskilled labor. As it is now it requires the entire field force of the Bureau for nearly five months, and if we attempted to make it larger at present it would be almost the only work we would do in the year.

Mr. LITTAUER. Outside of that criticism, is there a genuine advantage in bringing in these statistics of the other categories?

Mr. NEILL. Oh, yes; it would undoubtedly be more valuable if it were more comprehensive. Railroad labor and mine labor are amongst the largest industrial groups in the United States. It is argued that it is not fair for us to say that wages are going up or down just on the representation of the groups made up by the manufacturing and mechanical pursuits. I believe these groups are fairly representative, but our report would be more valuable and would be less open to criticism if more comprehensive. So far as it goes now it is valuable, and I believe the best piece of work done in the United States. Beyond this report, however, as the Bureau is at present organized, it has reached its capacity, and we can not handle numerous important investigations that we ought to make. I have not the force to do it with. We are confined to certain investigations which do not take too much time. Since I have been in the Bureau our investigations have principally been those that were started before I went in, and not one is entirely satisfactory, because of the want of men. There are a number of vital investigations that I want to go into.

Mr. TAWNEY. What are they?

Mr. NEILL. For example, the question of immigration. It is a vital question and one that laboring people are intensely interested in. We have been working for some months past on the distribution of immigrants into the various sections and the various occupations. We will take just one sample for example: We have been at work for several months throughout the great middle agricultural belt to see to what extent immigration has met the demand for farm labor, but we have only been able to put one man on a piece of work that ought to have taken several.

Mr. TAWNEY. That is an investigation, so far as getting that information is concerned, entirely unnecessary, because there is not a farmer in the Middle West able to get labor at all.

Mr. NEILL. The why of this fact is what we are studying. It was taken up in connection with the study of the distribution of immigration to ascertain why immigration is going to certain sections and certain industries and is not going to other sections and industries.

Mr. LIVINGSTON. How can you do that when there is no line of steamers going into that country?

Mr. NEILL. There are railroad lines.

Mr. LIVINGSTON. They are all landed at New York.

Mr. NEILL. From there we are going to follow this thing up. But, for example, they brought 500 down at Charleston——

Mr. LIVINGSTON. The Government is now trying to stop that.

Mr. NEILL. We are going to follow up that first consignment and find out whether they stay there or not. We want to follow up those things and find out where they are going and why they are going there. Most of our agents are good men, but are not available for some of the investigations. We may outline an investigation, but before the agent has been out thirty days he has a grasp on it and has to carry it out according to his own ideas. A goodly part of this amount would go into the employment of men for that work. I did not want to employ those men permanently—that is, I do not want to get a man on the roll and find that he is not good for that work. That is why it is in this form. If I find a good man for that kind of work, I will ask to have his position transferred and made statutory, if you prefer.

Mr. TAWNEY. Do you get these men from the civil service?

Mr. NEILL. I would have to get them through a noncompetitive examination, for the reason that 60 per cent of the qualifications are tact, discretion, and judgment to meet emergencies. I could not test that through the civil service.

Mr. TAWNEY. That is true generally in the public service, is it not, where you want intelligence and judgment and discretion?

Mr. NEILL. Yes; you can not test character nor judgment by those examinations.

Mr. LIVINGSTON. There are no questions nor answers which can indicate whether a man has common sense or not, under the civil service?

Mr. NEILL. No; and in this field work if a man has not common sense he is worse than no good.

Mr. LITTAUER. He is doing independent investigation each time that he enters the field. He is not doing schedule or routine work.

Mr. NEILL. No; and further than that, he has to run up against men who do not want to give information. He has no power to compel it. Part of this I want for another purpose. I think an expenditure of a few thousand dollars a year for clerical assistance would increase the efficiency of my field force in some work 30 or 40 per cent. We take everything from the books and records, and in going over that we could not trust everybody to do the work. For the mere copying we could get a man for much less money than our agent's per diem. He is paid \$3 a day per diem, alone, and he could get a copyist for \$2 a day, or \$1.50, which would save 50 per cent of his time and allow him to use his own head and his own judgment when these were required.

Mr. TAWNEY. In these investigations that you contemplate mak-

ing, would this increased appropriation cover the investigation of the appointment of female labor in industrial pursuits?

Mr. NEILL. No; for that is an enormous investigation if it is going to be worth anything. I will tell you what I intend to do. In one particular line there has been such an agitation that I think all parties would welcome an investigation. If it is possible I do intend to try and start an investigation of child labor in certain industries. I don't know that it can be done, for it is a very large investigation if it is made at all. There is a special pleading from two sides, many of those on one side minimizing the evil and some of those on the other side exaggerating it. But I think all would welcome a fair and impartial investigation; but this would only give me about six or seven extra men, if I used four or five thousand dollars for clerical help.

SATURDAY, December 1, 1906.

CENSUS BUREAU.

STATEMENT OF MR. WILLIAM S. ROSSITER, CHIEF CLERK.

STATISTICIANS, SALARY OF.

Mr. LITTAUER. Your statisticians have been receiving \$2,500?

Mr. ROSSITER. Yes, sir.

Mr. LITTAUER. That has been their salary since the inauguration of the Bureau?

Mr. ROSSITER. Since the beginning of the permanent Office. Under the Twelfth Census they received \$3,000.

Will you permit me to explain at the outset that the Director of the Census was very desirous of appearing before you himself, but went abroad on the 6th of November and will not be back until after the first of the year. Before that he had sent to the Secretary a letter in which he discussed and explained the changes which he contemplated in connection with the estimates.

Mr. LITTAUER. Have you that letter?

Mr. ROSSITER. Yes, sir. And he desired me to submit it and ask that it be made a part of my statement. I will ask permission to cut out two paragraphs containing recommendations which were not concurred in by the Secretary. The rest relates to the estimates under consideration.

Mr. LITTAUER. It comments upon all the items?

Mr. ROSSITER. Yes, sir; but in addition to that, permit me to explain that before the Director departed, he did not have time to prepare a brief on the subject of the chief statisticians which you have mentioned. He left that to me, and I have prepared a memorandum and will add it to the letter.

LIBRARY.

Mr. LITTAUER. How much of a library have you?

Mr. ROSSITER. Nearly 15,000 volumes. It is rather a remarkable library, in that it has probably the largest collection of statistical matter of any in the United States.

Mr. LITTAUER. Who takes care of the library?

Mr. ROSSITER. The librarian is Mrs. Kate Wilson, who is a daughter of Doctor Billings.

Mr. LITTAUER. What is the salary?

Mr. ROSSITER. Fourteen hundred dollars.

Mr. LITTAUER. She is detailed there as a clerk of class 2?

Mr. ROSSITER. Yes, sir.

Mr. TAWNEY. What is the character of the books?

Mr. ROSSITER. They are largely technical—census reports and reports on financial and statistical and commercial topics which we have collected.

Mr. TAWNEY. What use has the Census Bureau for a library of books on financial questions and matters of that kind?

Mr. ROSSITER. We have constant use for statistical reference in our various inquiries. The library is frequently consulted. It contains the reports of all States running back many years. It has been very difficult to collect the volumes we possess.

Mr. TAWNEY. How many libraries contain practically the same books?

Mr. ROSSITER. I do not think there is another library in Washington or in the United States. The Congressional Library occasionally refers to us.

Mr. TAWNEY. Has not the Treasury Department similar books?

Mr. ROSSITER. Not approximating ours in the perfection of sets. We have occasionally requested such publications and they have not had them. It has really become a remarkable library.

Mr. LIVINGSTON. How many volumes are there in the library?

Mr. ROSSITER. Between 12,000 and 15,000. May I explain that most of them have not cost the Census Bureau anything? We have collected them by inquiry and by request and by exchange. We have exchanges with all the statistical offices in the world, I think, on census publications.

INFORMATION FOR CENSUS REPORTS.

Mr. LITTAUER. Your appropriation last year for securing information for census reports was \$250,000. This year you ask us to increase it to \$525,000, and that it be made immediately available. That means, in other words, that you have a deficiency?

Mr. ROSSITER. No, sir. The amount that was asked for last year was \$400,000, but it was found that there was available \$150,000 from the previous appropriation which you reappropriated, making a total of \$400,000. The reason why it is desired to have it made immediately available—and I think that has been the case in effect with each appropriation we have had—is that, for the inquiry upon marriage and divorce and upon judicial statistics part of it will be required out of the next appropriation and part of it is used out of this appropriation. If we reached the end of the fiscal year and did not have sufficient money, the agents in the field would be compelled to return, thus increasing greatly travel and other expenses.

Mr. LITTAUER. Then, it is to take care of any deficiency that might arise?

Mr. ROSSITER. No, sir; it merely means that it will not be necessary to stop the work, pending the availability of the new appropriation.

Mr. LITTAUER. Your appropriation was \$400,000 for the current fiscal year?

Mr. ROSSITER. Yes, sir.

Mr. LITTAUER. Why do you ask for an increase to \$525,000 for next year?

Mr. ROSSITER. May I read to you from the Director's memorandum as to that?

Mr. LITTAUER. Yes, sir.

Mr. ROSSITER (reading):

The field work on which the Office is now engaged in connection with marriage and divorce and criminal judicial statistics is the most expensive, except that for the census of manufactures in 1905, upon which we have entered since the completion of the Twelfth Census. It involves a personal visit by a representative of the Office to each one of the 2,800 counties of the United States, and in the largest cities has required the services of many clerks for a period of from three to six weeks. Of the current appropriation there will be available for this branch of the work about \$100,000, which will enable its continuance without interruption until March or April. In order that the field work may not be interrupted at that time, and the clerks called in to be sent out again in July at a heavy expense for traveling, it is highly desirable that so much as is necessary of the field-work appropriation for the next fiscal year shall be made immediately available.

Mr. LITTAUER. That means to take care of a deficiency that is going to occur?

Mr. ROSSITER. There would not be any. The request for this money is merely to make the work continuous instead of intermittent.

Mr. BURLESON. You would have to call the men in and stop the work?

Mr. ROSSITER. Yes, sir.

Mr. TAWNEY. The clerks who have been working on the divorce statistics have been called in?

Mr. ROSSITER. All of those who have been working in the different cities, the larger force, but we have something like 80 or 90 out in the field now. In addition to that we will have to visit the various counties in which we can not arrange with county officers for collecting the statistics.

DIVORCE STATISTICS.

Mr. TAWNEY. Did Congress authorize the collection of the divorce statistics?

Mr. ROSSITER. Yes, sir.

Mr. BURLESON. The President sent a special message to Congress urging that it be done.

PURCHASE OF MANUSCRIPTS. (SEE ALSO PAGE 356.)

Mr. LITTAUER. This paragraph reads: "For securing information for census reports provided for by law, semimonthly reports of cotton production, and periodical reports of the domestic and foreign consumption of cotton; purchase of manuscripts." What character of manuscripts do you buy?

Mr. ROSSITER. There have been occasionally purchased, and it is the Director's desire to do so, manuscripts relating to the interpretation of different forms of statistics by experts who are especially able to prepare that class of work, without the necessity of appointing them

as special agents, which is a cumbersome method. The expenditures on that account have not been large; it is merely an occasional possibility.

Mr. LITTAUER. I do not know that I understand what character of manuscripts you purchase—a monograph by some individual on some topic or other that you have asked him to write?

Mr. ROSSITER. I think I can give you an illustration. Some little time ago Doctor Billings, the principal authority on vital statistics in the country, prepared a manuscript on the interpretation of certain figures of ours, which was published as a bulletin. He was paid some moderate sum for that.

Mr. BRICK. What does Doctor Billings do?

Mr. ROSSITER. He is the librarian of the Astor-Tilden-Lenox Library in New York.

Mr. BRICK. Did he take your figures and write a book on them?

Mr. ROSSITER. It was not a book, it was a pamphlet.

Mr. BRICK. And you paid him for the pamphlet he wrote on the figures you had collected?

Mr. ROSSITER. Yes, sir.

Mr. LITTAUER. That is, he edited your work?

Mr. ROSSITER. No, sir; it is very different from that. Doctor Billings was the expert on the subject of vital statistics for the Tenth and Eleventh Censuses and is regarded as one of the greatest authorities on that subject in the country, and we have obtained from him that discussion on certain figures.

Mr. LITTAUER. This enables you to get the services of individuals not connected with the Census Bureau occasionally as you may desire?

Mr. ROSSITER. Yes, sir; and for the most part persons of such standing that their services could not be otherwise obtained.

Mr. BRICK. Have you used any of the employees of the Census Office to do this work?

Mr. ROSSITER. Constantly, as far as we are able to. I am writing a report now.

Mr. LITTAUER. That is your constant work?

Mr. ROSSITER. No, sir; it is not. It is merely part of the office policy that we all help as much as possible.

Mr. BURLESON. If you can purchase manuscripts of this kind, it enables you to avoid the permanent employment of the men from whom you buy?

Mr. ROSSITER. Yes, sir.

Mr. BURLESON. It is economical for the Government to be able to buy a manuscript of this kind?

Mr. ROSSITER. Yes, sir; unquestionably.

ITEMS OF PROPOSED APPROPRIATION.

Mr. LITTAUER. Is there any comment in that memorandum on how the figures of \$525,000 are made up?

Mr. ROSSITER. Yes, sir; transcripts of mortality records (annual), \$25,000; statistics of cities (annual), \$25,000; reports on cotton production and consumption (annual), \$225,000; census of fisheries (decennial), \$40,000; census of electrical industries (quinquennial), \$40,000; marriage and divorce and criminal judicial statistics, \$150,000;

for experts, special agents, temporary services, and miscellaneous, \$20,000; total, \$525,000.

Mr. LITTAUER. That practically would be a permanent appropriation?

Mr. ROSSITER. Yes, sir.

CENSUS OF FISHERIES.

Mr. LITTAUER. Who ordered this decennial census of fisheries?

Mr. ROSSITER. Congress.

Mr. LITTAUER. When?

Mr. ROSSITER. I think that was in the bill that was passed by Congress last year.

CENSUS OF ELECTRICAL INDUSTRIES.

Mr. LITTAUER. The quinquennial census of electrical industries. That is new?

Mr. ROSSITER. I think that comes under the permanent census act. No; that was in a new bill.

Mr. LITTAUER. Why was not that taken up among the manufactures?

Mr. ROSSITER. It was a separate inquiry. It relates to the operation of street and electric railways, electric light and power stations, etc.

Mr. LITTAUER. Did not that come in the quinquennial census of manufactures?

Mr. ROSSITER. No, sir.

Mr. LITTAUER. This is for electrical industries. Is that authorized by law?

Mr. ROSSITER. Yes, sir.

PURCHASE OF MANUSCRIPTS (AGAIN).

Mr. BRICK. Did you ever buy any of the manuscripts prepared by employees of the Government?

Mr. ROSSITER. I do not think we have. That is my impression.

Mr. LITTAUER. Or from one employed in the bureau who did this work outside of office hours?

Mr. ROSSITER. No, sir.

Mr. LITTAUER. Can you give us a list of the manuscripts purchased in the last three years?

Mr. ROSSITER. I presume I can.

Mr. LITTAUER. I wish you would send us such a list.

Mr. ROSSITER. Very well.

MISCELLANEOUS ITEMS.

Mr. LITTAUER. Your miscellaneous items have proved to be sufficient, or have you a large balance?

Mr. ROSSITER. The appropriations are just serving their purposes. We do not need more and we do need as much as we have asked for.

TABULATING MACHINES.

Mr. LITTAUER. How have you gotten along with the tabulating machines?

Mr. ROSSITER. Very well, indeed. It is my understanding that the model is practically perfect. We are planning to build one or two

machines. The experts at present are working on counters, which is comparatively slow work. The Director is very greatly pleased with the progress that has been made, and expects a very heavy saving to the Government eventually.

Mr. LITTAUER. Have you a model tabulating machine that you believe to be as perfect as the one previously used, and that you believe will serve the purposes for the next census?

Mr. ROSSITER. From what the Director has said and from what the employees say I should judge it is going to be far superior to the one that was used during the previous census.

Mr. LITTAUER. You are now at work experimenting upon what character of machine?

Mr. ROSSITER. The counters by which these machines register. We are trying to carry that further than was done at the previous census, so that they will register upon paper.

Mr. BURLESON. And you are exercising great care not to infringe on any patents?

Mr. ROSSITER. The Director has an expert from the Patent Office who is employed to safeguard that feature.

Mr. LITTAUER. How do you figure you will need \$30,000 for this purpose? How much did you use this past year? The appropriation for the current year was from an unexpended balance?

Mr. ROSSITER. Yes, sir. We had originally \$40,000, and we are still carrying that forward. The Director figures that in addition to the labor which will be required during the coming year he needs a margin out of which to construct some working machines in machine shops elsewhere in the country. That is, of course, comparatively expensive, and will cost more than we have used for labor in the past.

The statements submitted by Mr. Rossiter follow:

SEPTEMBER 25, 1905.

THE SECRETARY OF COMMERCE AND LABOR.

SIR: I have the honor to transmit herewith estimates of the appropriations required for the Bureau of the Census for the fiscal year beginning July 1, 1907. The estimates submitted call for an appropriation of \$1,310,240, as compared with a total appropriation of \$1,192,511.80 for the present fiscal year. These figures do not include the Bureau's allotment for printing. The estimates are about \$117,000 greater than the appropriations for the current fiscal year. The only appropriation for which the estimates provide an increased amount of money is the one for field work. The necessity for this increase is explained herein.

The estimate for salaries is a decrease of \$6,360 from the appropriation for the current fiscal year, involving a reduction of 11 in the total number of employees. All the other items for which estimates are submitted are practically identical in amount with the actual appropriation for the current year.

A restoration of the salaries of the four chief statisticians from \$2,500 to \$3,000 is again recommended, in accordance with my understanding with you. This recommendation will be made the subject of a separate communication.

In the regular clerical force of the office I recommend that the estimates provide for 1 additional clerk of class 4 and for 1 additional clerk of class 3, and for a reduction in the number of clerks at \$1,000 from 198 to 190, and at \$900 from 17 to 15.

The additional positions in classes 3 and 4 recommended are needed to equitably adjust the salaries of the supervisory clerks of the office, and to bring the organization into a systematized grading of salaries in accordance with the character of the service required and rendered.

The slight reduction in the clerical force at the lower salaries can be effected without detriment to the work, and without the necessity of making discharges, if vacancies occurring in the latter half of the year are not filled.

I have again provided in the estimates for a librarian, at a salary of \$1,500 per annum. Many Bureaus of the Government have librarians specifically provided for, as the Coast and Geodetic Survey, at \$1,800; the Geological Survey, at \$2,000; the Patent Office, at \$2,000; the Weather Bureau, at \$2,000, and the Surgeon-General's Office, at \$2,088, with an assistant librarian at \$1,800. The library of no other Bureau is growing faster than that of the Census, which is constantly increasing by reason of the arrangements effected with the various State governments and many foreign statistical offices for the free exchange of reports on all subjects more or less directly relating to the work of the Census. It is believed that no Government library is more constantly consulted in its current work.

An increase from \$1,000 to \$1,200 per annum in the salary of the electrician of the office is submitted. This recommendation was made in the estimates for 1904-5, again for 1905-6, and again last year. The person holding this position received the latter salary in the Twelfth Census. Through an oversight no provision was made in the permanent census act for an electrician, and the employee performing these duties had to be designated as a skilled laborer, the maximum salary of which position is \$1,000; and when the designation was changed from "skilled laborer" to "electrician," the salary was inadvertently left at \$1,000. The duties performed by the present incumbent of this position are such as to entitle him to a salary of \$1,200. By reason of the size of the Census building, its nonfireproof construction, and the network of electric wires it contains, the duties of the electrician are more onerous and exacting, and his responsibility probably greater, than is the case of any other electrician employed by the Government.

A reduction of one in the grade of skilled laborer at \$720 and of one in the grade of unskilled laborer at the same salary is also recommended. It is hoped and believed that these reductions in the labor force can be effected without detriment to the work.

I have also recommended a reduction in the number of messengers from 6 to 5, and in the number of assistant messengers from 10 to 5, and have provided for 4 messenger boys at \$480 per annum. This recommendation grows out of the difficulties the Bureau has encountered in the past, and with which the Department is familiar, in securing from the civil-service register the certification of persons of a suitable age for the service desired. The Bureau having no appropriation for messenger boys has been obliged to accept persons certified by the Commission irrespective of their age, and although it has uniformly chosen the youngest among those thus certified, it has never succeeded in obtaining the class of young and active boys who are necessary for the duties for which these appointees are required. The minimum limit of age for assistant messenger is 18 years. The maximum age for messenger boys desired in this office is 16 years. The change proposed will not only result in a saving of \$2,520, but will afford this Bureau a much more satisfactory service.

For securing information for census reports, i. e., for field work, I recommend an appropriation of \$525,000, an increase of about \$125,000 over the amount available for this purpose during the current fiscal year and \$25,000 more than the appropriation for field work made in the legislative, executive, and judicial appropriation act for 1905-6. This sum will be required for field work already in progress, or to be undertaken, as follows:

Transcript of Mortality Records (annual)-----	\$25, 000
Statistics of Cities (annual)-----	25, 000
Reports on Cotton Production and Consumption (annual)-----	225, 000
Census of Fisheries (decennial)-----	40, 000
Census of Electrical Industries (quinquennial)-----	40, 000
Marriage and Divorce and Criminal Judicial Statistics-----	150, 000
For experts, special agents, temporary services, and miscellaneous----	20, 000
Total -----	525, 000

The estimates for last year called for an appropriation of \$400,000 for field work, which Congress reduced to \$250,000, but it reappropriated the unexpended balance of the similar appropriation for the previous fiscal year, to be used for the same purpose. This unexpended balance amounted to about \$150,000, which made the total sum available approximately \$400,000.

The field work on which the office is now engaged in connection with marriage and divorce and criminal judicial statistics is the most expensive, except that for the census of manufactures in 1905, upon which we have entered

since the completion of the Twelfth Census. It involves a personal visit by a representative of the office to each one of the 2,800 counties of the United States, and in the largest cities has required the services of many clerks for a period of from three to six weeks. Of the current appropriation there will be available for this branch of the work about \$100,000, which will enable its continuance without interruption until March or April. In order that the field work may not be interrupted at that time, and the clerks called in to be sent out again in July at a heavy expense for traveling, it is highly desirable that so much as is necessary of the field-work appropriation for the next fiscal year shall be made immediately available, as was done in the legislative act for the fiscal year 1905-6. By this provision of law Congress enabled the office to complete the field work for the census of manufactures without interruption and with a resulting economy in time and money. The same result will now follow if a similar provision is inserted in the appropriation bill.

I recommend an appropriation of \$30,000 for tabulating census returns, including cost of cards, rental, purchase, and construction of necessary apparatus, and the cost of experimental work in developing tabulating machinery. The estimate for this purpose heretofore has been \$40,000 or \$50,000. When the appropriation bill was under consideration in the committee last January the Director stated that of this appropriation (\$40,000) only about \$9,000 had been expended, and, in accordance with his recommendation, the unexpended balance, approximately \$31,000, was reappropriated. It is believed that this sum will be sufficient to carry on the work during the current fiscal year. Chargeable against it are the salaries of the four experts employed in developing tabulating machinery, the cost of such cards as are required in the current work of the office, and the cost of materials and machinery. The very gratifying success which has already attended this experimental work in the development of a successful automatic tabulating machine fully warrants the continuation of the appropriation for the purpose of developing the supplemental mechanisms which are necessary in connection therewith.

In reply to the Department's request that a statement be submitted with the estimates showing the number and grade of all officers and employees of the Bureau whose efficiency is rated below "fair," and a list of officers and employees who have been detailed from the Bureau for a period of one year or more prior to July 1, 1906, I beg to state that none are rated below "fair," and that the only employee who has been detailed for the period mentioned is Wilson Jackson, an unskilled laborer, who has been on duty at the White House since January 22, 1903.

Very respectfully,

S. N. D. NORTH, *Director.*

Memorandum concerning the propriety of increasing the compensation of the four chief statisticians of the Census from \$2,500 to \$3,000.

The law authorizing the Twelfth Census of the United States provided for five chief statisticians "who shall be persons of known and tried experience in statistical work." Under the permanent Census Office four of these positions were continued and made permanent, with compensation reduced from \$3,000 to \$2,500. Immediately after the present Director of the Census assumed the position he made an earnest attempt to secure increase of salary for these officials to the original figure. The Director considered that a serious injustice had been inflicted upon the principal scientists employed in the Census Office, who had already demonstrated their ability and usefulness to the Government in the expert and effective work performed in handling the four main inquiries of the Twelfth Census; and he has annually urged, either upon the Department or upon Congress, both verbally and in writing, the propriety of restoring the compensation of these officials to \$3,000.

Under the supervision of the Director of the Census, the chief statisticians organize and manage statistical investigations. This work requires superior technical knowledge and experience as well as administrative ability of a high order. Each of the four statisticians is in charge of large bodies of clerks and special agents whose operations frequently extend all over the United States. The number of subordinates thus employed often reaches hundreds and sometimes thousands. Considering the nature of their work and the responsibilities attaching to it, these officials are the most conspicuously underpaid experts in the public service, it is hardly creditable to the Government to seek the services

of such "known and experienced statisticians," veterans all of them in census work, for salaries smaller than are paid bank clerks and bookkeepers in private business.

During the intercensal period, although the actual pressure of work is not so great, the quality of their work is as high as during a decennial census, and in some respects is much higher, owing to the complicated and technical character of the special inquiries taken up between decennial censuses. Furthermore, it is a serious fact that the cost of living is higher even than when \$3,000 was fixed as a fair compensation for these officials, all of whom are men with families dependent upon them. The Government has thus far succeeded in holding these experts, expecting to make the utmost use of their knowledge and experience at the Thirteenth Census, paying them salaries in the meantime which, by its own standard fixed in 1899, is less than their services are worth. They, on their part, are giving their best years and best endeavors to the Government at an insufficient compensation.

Responsibility is always a basis of establishing compensation. If the officials mentioned are judged by this standard, there can be no question of the propriety of the small increase suggested, since the responsibilities of each, by reason of the character of their work, are rather those of a bureau chief than of a small section of an office.

The Bureau of the Census has by far the largest clerical force of all the bureaus of the Department of Commerce and Labor, yet the census is the only one which does not have one or more subordinates receiving more than \$2,500 per annum; in fact, all the others but one have two or more employees exceeding that sum. In the case of the Coast and Geodetic Survey there are eight employees who receive \$3,000 and over. It is to such expert assistants as appear in the organization of that office that the officials of the Bureau of the Census should be likened, since each chief statistician of the Census is charged with the formulation of schedules which require technical knowledge of industries, of systems of accounting, and of social and economic subjects. It is not possible to undertake work of this description without as long and as thorough training of a technical character as is required of the experts who assist in the scientific work of the Coast and Geodetic Survey, or of any other scientific bureau of the Government.

A classification of the positions in the Department of Commerce and Labor which command a salary or annual compensation of more than \$2,500, not including the position of bureau chief, shows the following result:

Bureau.	Number at \$2,700.	Number at \$2,750.	Number at \$2,800.	Number at \$3,000.	Number at \$3,200.	Number at \$3,500.	Number at \$4,000.	Number at \$5,000.
Office of Secretary				1				
Bureau of Corporations		1		1		1		
Bureau of Labor				1				
Steamboat-Inspection Service				10				
U. S. Shipping Commissioners								1
Bureau of Standards						1	1	
Coast and Geodetic Survey				5	1		2	
Bureau of Fisheries	2			1				
Bureau of Immigration		1		3		2	2	1
Bureau of the Census								
Total, Department of Commerce and Labor	2	2		21	1	4	5	2

In the Department of Agriculture, which is also conspicuous for the expert and scientific work required in its various bureaus, there are, exclusive of the heads of bureaus, a total of 41 employees receiving in excess of \$2,500. The compensation paid to scientists of this Department is shown in the following summary:

	Number at \$2,650.	Number at \$2,700.	Number at \$2,750.	Number at \$2,800.	Number at \$3,000.
Office of Secretary.....					
Weather Bureau.....			1		8
Animal Industry.....			4		
Plant Industry.....			7		7
Forest Service.....			1		
Chemistry.....			1		1
Soils.....					2
Entomology.....	1		2		
Biological Survey.....					
Statistics.....				1	1
Experiment Stations.....					5
Accounts and Disbursements.....					
Total, Department of Agriculture.....	1		15	1	24

In the two Departments mentioned there are sixty employees receiving \$2,500. In connection with the figures above presented this fact suggests that \$2,500 is the customary official compensation for the highest grade of routine work, since, in the bureaus above specified, practically without exception, expert and scientific work is recognized by higher compensation. Much of the research, however, which is conducted in these bureaus, though important, is only indirectly or remotely of value to the National Government. In contrast to distinctly scientific research, statistics, as a branch of political science, is closely connected with the management of public affairs. Indeed, the claim might be justly made that no other science is so intimately related to government. Thus the researches of the census, in contrast to many of those referred to, are a form of scientific inquiry of direct utility to Congress, to the Executive branch of the Government, and to the various State governments in the determination of nearly all administrative and legislative questions. Is it not obvious that the scientists immediately in charge of securing information of such importance to the Government itself should be paid at least as much as those engaged in more academic research?

Possibly at the time of the establishment of the permanent Census Office it was not fully realized that the census was a strictly scientific bureau, but it is a matter of congratulation that the scientific character of the census has increased rather than diminished as the work became better systematized and more diverse. Just so far as the office departs from that standard its usefulness and influence decrease. If this be admitted, as it must be, there can be no question that the chief statisticians of the census, upon the basis of salaries paid to experts in other bureaus, as well as upon the basis of personal attainment, should receive higher compensation than at present allowed. It should be remembered also that there is not one of the officials now employed in the census who is not of greater value to the Department by reason of six years of experience in census work than he was when originally employed.

W. S. ROSSITER.

FRIDAY, November 30, 1906.

BUREAU OF STATISTICS.

STATEMENT OF OSCAR P. AUSTIN, CHIEF OF BUREAU.

Mr. LIVINGSTON. Why do you want two chief clerks of division?

Mr. AUSTIN. I have a brief statement on paper which I will leave, and which covers my argument more in detail.

Following is the statement:

Statement of the Chief of the Bureau of Statistics with reference to request for increase in the clerical force and appropriations for internal commerce statistics, fiscal year 1907-8; submitted to the subcommittee on legislative, executive, and judicial appropriations, November 30, 1906.

I have recommended the employment of one additional chief of division, at \$2,000; two clerks at \$1,000 each, and two copyists, at \$900 per annum; also an increase of \$2,500 in the appropriation for "payment of services of experts and other expenditures connected with the collection of facts relating to the internal and foreign commerce of the United States."

This addition of five clerks and an increase of \$2,500 in the special appropriation for internal commerce studies is rendered necessary by the increase in the foreign and internal commerce of the United States and the increase in demands upon the Bureau of Statistics for information with reference thereto. The foreign commerce of the United States has practically doubled in the last decade and now aggregates \$3,000,000,000; the commerce with the noncontiguous territories of the United States amounts to \$120,000,000, or practically four times as great as in 1897, the year before annexation, and has practically doubled since 1900; the internal commerce now aggregates fully \$25,000,000,000. All these increases have necessitated increased labor in the preparation of the monthly and annual reports. This rapid growth in the foreign and internal commerce and trade with the noncontiguous territories has also greatly increased the demands upon the Bureau for special statements and detailed information of all kinds regarding the trade in various articles and with various countries, and necessitates the preparation of large numbers of special statements which require much time from clerks expert in the compilation of statements of this character and make heavy drains upon the time and labor of the clerical force of the Bureau.

The expansion in the foreign commerce has necessitated an increase in the detail with which the statement of trade by articles and countries is presented. The expansion of the trade with our noncontiguous territory has necessitated a separate statement with reference to the trade with each section of that territory, and this is a distinct addition to the work of the Bureau, since the trade with these islands was formerly included in the regular statements of foreign commerce.

The large increase in the internal commerce, which now aggregates as much as the entire import and export trade of all countries of the world combined, and is eight times as great in value as our foreign commerce, in my opinion fully justifies the appropriations which have been made from year to year "for payment of services of experts and other expenditures connected with the collection of facts relating to the internal and foreign commerce of the United States." The small force which this appropriation of \$4,000 supplies has been necessarily strengthened by assistance from the clerical force of the Bureau. A monthly statement relating to the internal commerce of the country is now regularly published as a part of the Monthly Summary of Commerce and Finance. It includes the concentration and redistribution of the principal articles of commerce at the great interior centers of the country; the statistics of the commerce of the Great Lakes, with the quantity of the principal articles of merchandise entering and leaving each port on the Lakes and the volume of commerce passing through the Detroit River and the various lake canals, which alone require the handling and compilation of 54,000 manifests annually; the freight movements at specified points on certain of the rivers and movements through the principal canals of the country; the grain and live stock receipts and shipments at the principal ocean ports of the country; the movements of lumber, cotton, coal, and certain other great staples at specified points and between certain great sections, and such figures of freight rates by ocean and rail as can be obtained with the limited facilities at the command of the Bureau. All these statements are not only published monthly, but with the figures for corresponding dates of preceding years, in order to show the growth and give opportunity for comparison of present conditions with those of earlier years. These statements of internal-commerce movements can only be obtained and maintained by continuous and persistent efforts and attention to details, since they are not supplied through any existing governmental machinery, as is the case with the statistics of foreign commerce received through the collectors of customs, but are obtained by appeal to, and through the cooperation of, trade bodies, transportation organizations, and commercial publications.

One feature of the internal commerce for which statistics are yet lacking is that of the coastwise commerce on the Atlantic, Pacific, and Gulf fronts. The complete success in establishing a system for the measurement of the coastwise traffic on the Great Lakes justifies, in my opinion, an attempt to apply to the movements along the ocean fronts a system somewhat similar to that in use upon the Great Lakes; and it is with the purpose of making this experiment that I have recommended the increase of \$2,500 in the appropriation for the payment of the services of experts and other expenditures connected with the collection of facts relating to the internal and foreign commerce of the United States. It is my purpose, in case this additional appropriation is allowed, to recommend to the head of the Department that the sum be utilized in the employment of an expert acquainted with coastwise commerce and in the payment of such necessary traveling expenses as might be required in the attempt to establish a system for the collection of information of this character, a class of information for which many calls reach the Bureau of Statistics, but which can not be now supplied by reason of the absolute lack of statistics relating thereto.

I consider the present moment an especially appropriate one in which to make this effort for the monthly collection of statistics of coastwise commerce. The Census Bureau is preparing to collect at the end of the present year a series of statements regarding the coastwise and river traffic of the United States. The Bureau of Statistics was invited to cooperate in the preparation of schedules for that work, and certain of the forms used by the census will thus be especially suited to the proposed work, and especially available because of their familiarity to the carriers from which this information must be obtained, while the force engaged by the census in collection and compilation of this information for 1906 would doubtless offer an available man or men for continuing a part of the work in the form of monthly and annual statements.

I especially bring to the attention of the committee the request for the employment of one additional chief of division, at \$2,000 per annum. The force of the office is necessarily divided into four divisions: (1) A division of compilation; (2) a division of revision; (3) a division of internal commerce, and (4) miscellaneous. The appropriations at present provide for but one chief of division, who is now in charge of the compilation division, while the internal-commerce expert acts as chief of the division of internal commerce. The division of revision, having duties especially important in reference to the statistical accuracy of the work of the Bureau, is now in charge of one of the \$1,800 clerks employed in the revising work of the Bureau; but as all matter prepared in the Bureau, whether for publication in official documents or in response to inquiries, must be examined and revised by a revising division and the person in charge of that work held responsible for the accuracy of all official statements of the Bureau, it is not, in my opinion, fair to ask a man of the \$1,800 grade to assume this responsibility without some additional compensation in rank. The importance and magnitude of the work of the Bureau and the number of persons engaged in that work entitle it, in my opinion, to an additional chief of division, with a compensation of at least \$2,000 per annum.

I can say in a few words that the Bureau of Statistics needs an additional chief of division, because our present division of revision, whose duties are to see that everything that goes out of the Bureau is accurate, or as nearly so as possible, is managed now by a man who simply ranks in salary and position as an \$1,800 clerk. I do not think it fair to insist that a man who is employed as an \$1,800 clerk shall take the personal responsibility of the accuracy of every statement issued by the Bureau of Statistics. He must be held responsible for everything in the division of revision, and I do feel that there ought to be a recognized chief of that division as well as a chief of the division of compilation. The one chief of division that we now have is at the head of the division of compilation; the duties of the acting chief of the revising division are as onerous and difficult and responsible as those of the head of the other division.

Mr. TAWNEY. How long has the necessity existed?

Mr. AUSTIN. Ever since the Bureau existed, or for many years at least.

Mr. TAWNEY. Is this the first time it was asked for?

Mr. AUSTIN. No; I asked for it a year ago. It has also been asked for in other years. The necessity increases as the work of the Bureau increases.

Mr. LITTAUER. Wherein does this work of revision become so important; are there many errors?

Mr. AUSTIN. Necessarily, in the vast amount of mathematical work performed by the Bureau.

Mr. LITTAUER. Does he go all over the work?

Mr. AUSTIN. The revising division goes over every statement prepared in the Bureau. It has been a rule of the Bureau for years that no statement is permitted to go out of the Bureau unless it passes through two minds—that is, unless the original statement is revised by somebody else.

Mr. LITTAUER. So that the work is practically gone over twice?

Mr. AUSTIN. Yes, sir; not a statement is permitted to go out of the Bureau until it is passed upon by two minds.

Mr. LIVINGSTON. What per cent of corrections is made by this revision division?

Mr. AUSTIN. I could hardly answer that.

Mr. LIVINGSTON. We want to know whether you have any use for revision?

Mr. AUSTIN. We can not get along without it. The revision must be made, and always has been made, or for many years at least.

Mr. LIVINGSTON. That may be routine. What per cent does he make?

Mr. AUSTIN. The percentage is so large that revision must always be made to insure accuracy. It is an absolute necessity.

Mr. LIVINGSTON. Then you want 13 instead of 11 clerks?

Mr. AUSTIN. That is simply due to the growth in the commerce, both foreign and internal.

Mr. LIVINGSTON. You want those instead of four copyists?

Mr. AUSTIN. I have asked for 4 copyists instead of 2, and 13 \$1,000 clerks instead of 11. These increases required in the clerical force are simply the result of the growth of business. The commerce of the country has practically doubled in the last ten years, and is increasing every year. The addition of the islands to our territory has compelled us to make a separate statement for each one of them. There has also been a very large growth in the internal commerce, and we are trying to get statements in detail about the internal commerce.

EXPERTS

Mr. LITTAUER. Now you ask an addition to \$4,000 previously appropriated, of \$2,500 for the experts.

Mr. AUSTIN. Yes, sir; I want to try to do for our ocean coastwise trade what we have done with respect to the Great Lakes—to get the statistics of the amount of tonnage carried up and down the coast. We have now an excellent system of securing the amount of coastwise commerce carried on the Great Lakes, something I was told a few years ago could not be had, but we are getting it under this special appropriation and publishing it every month. I want to do the same, if possible, with the coastwise commerce on the ocean and Gulf fronts.

Mr. LITTAUER. How do you get that? Do you pay little sums to persons at each port?

Mr. AUSTIN. No, sir. We devised a system for the Lakes by which the captain of the vessel turns in to the collector of customs a statement at the end of his voyage of what he took on at each port and discharged at each port, and those statements, "supplemental manifests," as we call them, are sent to the Bureau of Statistics, and 54,000 of them in a year are compiled in the Bureau, and we get out in that way a monthly and annual statement of the lake coastwise commerce, port by port and article by article.

Mr. LITTAUER. Do you think that you cover all of the commerce of the Great Lakes?

Mr. AUSTIN. I am confident that we make a thorough report of the commerce of the Great Lakes. We have a statement from every vessel entering every port, showing where it took on its cargo and what it discharged and where.

Mr. LITTAUER. Do you pay for those reports?

Mr. AUSTIN. No, sir; they are furnished free. The \$4,000 which you allow us for that work is used to secure the services of men who manage the work and compile the returns. I have also had to put two additional clerks from the regular force upon that work. I would like to say, however, that not only does the internal commerce division handle the lake commerce out of this \$4,000, but it also obtains and compiles reports of the concentration at all of the great interior centers of the great articles which enter into the internal commerce, such as wheat, corn, coal, cattle, and hogs, and the shipment of products out of those interior centers toward the coast. These statements also compare the receipts and shipments from these places of those various articles with the figures of the corresponding month last year and the year before. We compile those statements and publish them every month.

Mr. LITTAUER. Do you have any other appropriations in your Bureau excepting these two?

Mr. AUSTIN. Only one special appropriation of money, that for the internal-commerce work.

Mr. LITTAUER. Any other branches of work that the Secretary of Commerce and Labor gives you to perform?

Mr. AUSTIN. No, sir; that is the only work in the Bureau at present for which there is a special appropriation.

Mr. LITTAUER. The collation of tariffs has been sent away from you?

Mr. AUSTIN. Yes; that was recommended by me. I saw that our consuls were sending in tariff information from time to time which went to the Bureau of Manufactures for publication, and I recommended that the entire work of publishing the tariffs and tariff information be sent there for that reason. I disliked to reduce the rank or standing of the Bureau of Statistics by taking the tariff work away, but I thought the service could be better performed by the Bureau which receives the reports of our consuls, and so recommended that the transfer be made.

OFFICE SUPERVISING INSPECTOR-GENERAL STEAMBOAT INSPECTION SERVICE.

STATEMENT OF MR. GEORGE UHLER, SUPERVISING INSPECTOR-GENERAL.

INSPECTION SERVICE.

Mr. LITTAUER. You desire to have your clerk and acting supervising inspector-general salary increased \$500?

Mr. UHLER. Yes, sir.

Mr. LITTAUER. Then an additional clerk of class 4 and a reduction of one of class 3, which means a promotion; so you want to make two promotions in your office?

Mr. UHLER. I want to arrange that upon a business basis. As it is now, we have two clerks at \$1,200 a year, two clerks at \$1,600, and one of those \$1,200 clerks is a lady and a very efficient typewriter, and the other \$1,200 clerk is a young man who has been in the service three or four years. We have had him in Marquette, Chicago, and finally brought him to the Washington office, where he gets \$1,200 as an efficient stenographer and typewriter, a man on a par with the lady, who is only a typewriter. There was nothing for the young man to look forward to at all, and the two \$1,200 places and the two \$1,600 places—

Mr. LITTAUER. You do not want to pay an efficient stenographer and typewriter more than \$1,200, do you?

Mr. UHLER. If it was entering the service, we would not. They come into our service at \$900.

Mr. LITTAUER. Don't you think that they have reached about as high a stage as that grade should be paid?

Mr. UHLER. I think not from the work that is done. I shall speak of one in particular. I may be pardoned for mentioning his name, Mr. Hoover, but he has charge of a very important branch of the service. He has care of the steel that is manufactured in the country for steam boilers.

Mr. LITTAUER. Then he is more than a stenographer?

Mr. UHLER. Well, he really does no stenographic work at all in my office. Really, Mr. Littauer, I have nobody, and there are days when I indite as many as 25 or 30 letters with a pencil.

Mr. LITTAUER. Why don't you ask for a stenographer?

Mr. UHLER. I thought perhaps we could arrange the office and organize it on a business basis, and after a while a stenographer might be secured.

Mr. LITTAUER. Where do you get your business basis? You are asking an increase of from \$1,200 to \$1,400 and \$1,600 to \$1,800. You state that one of those clerks is a stenographer. It would seem to me that rather than make those promotions you ought to have in here a stenographer at the ordinary compensation.

Mr. UHLER. I didn't mean to say, Mr. Littauer, that this man is engaged in our office as a stenographer; he is not.

Mr. LITTAUER. What is his work?

Mr. UHLER. He has charge, as I say, of this general work that is referred to him—that is, the keeping of the accounts of the steel

mills, the accounts of the casualties. He does a part of the typewriting of the letters from the supervising inspector-general, or the business letters from the other clerks of the office, but his services are never utilized as that of stenographer. I used the word "stenographer" simply to impress the committee with the ability of the man that I propose to promote if it is possible to do it. He has nothing to look forward to, not a thing, and he has been there three or four years.

Mr. TAWNEY. He has a life tenure of office.

Mr. UHLER. I wish he had, Mr. Tawney. If he had, if I thought he had, I would not think so much about it, but it is my desire to retain the services of him or his equal in that office. We haven't too many men anyhow, and we must have men competent and reliable, and upon him I can rely.

Mr. BINGHAM. Do your official duties take you away from your office a great deal?

Mr. UHLER. Yes, they do; and I should go a great deal more than I do; but it is simply the fact that I have nobody to act at present in my absence that prevents it.

Mr. BINGHAM. And that is why you are asking for the authorization of a chief clerk?

Mr. UHLER. Yes; as Acting Supervising Inspector-General.

Mr. BINGHAM. Does he sign your name officially?

Mr. UHLER. He does. He signs it by direction.

Mr. LITTAUER. You do not mean to change that official when you propose to give \$2,500?

Mr. UHLER. No; I do not, sir. I propose to retain this man where he has been for the last ten years as chief clerk and for the last eighteen years in the service of the office. The fact of the chief clerk signing any official correspondence of that office by direction of the Supervising Inspector-General does not carry with it the same weight and the same importance, as you all know, as if he could sign it as the Acting Supervising Inspector-General. By the direction of the Supervising Inspector-General is entirely different, because at times it is not by the direction of the Supervising Inspector-General, because he may be on the Pacific coast, and I could not give a direction of that kind.

Mr. LITTAUER. Where could it make any difference? These letters are received by individuals to whom you are giving the directions. Do you think the authority is not sufficient?

Mr. UHLER. One is official and binding, the other is not. We have a case right now where one of the supervising inspectors takes exception to receiving orders from the clerk. While in this instance it was not an order, it was simply a direction or instruction as to the preparation of a voucher, yet he did not sign by direction of the Supervising Inspector-General, simply because it was not an order, but he signed it as the chief clerk of the Bureau, and the officer takes exception to accepting orders or instructions or directions from the clerk, simply because there is no authority for it. That is now in the hands of the Solicitor for an opinion—not so much for an opinion as a decision—as to whether or not it is a question of insubordination.

Mr. LITTAUER. One decision of that kind would prevent this recurrence in the future?

Mr. UHLER. Perhaps it would, sir; perhaps it would. But at the same time there would be a great many more dissatisfied, Mr. Littauer, upon that subject than perhaps the officers of the service. It seems to me that official correspondence would be more important and would have a greater weight if it were signed by the Acting Supervising Inspector-General than it would have "by direction of the Supervising Inspector-General," when you, Mr. Tawney, got such a letter and knew that I was not in my office, but was out on the Pacific coast.

Mr. TAWNEY. It ought to be issued and signed by the head of the Bureau, and when the official head is not there, there should be some one to act as the head.

Mr. UHLER. I say so, and I endeavor to excuse myself on that score for not traveling more. In my last report to the President, or the Secretary, rather, I told him I had hoped to travel more, but these things prevented my leaving the office.

BUREAU OF NAVIGATION.

STATEMENT OF EUGENE T. CHAMBERLAIN, COMMISSIONER.

DEPUTY COMMISSIONER.

Mr. LITTAUER. Mr. Chamberlain, your deputy commissioner has always been a clerk of class 4, receiving \$600 additional because of his additional service as deputy commissioner. You now desire to give him the name of deputy commissioner.

Mr. CHAMBERLAIN. That is merely a change of designation; no change of pay.

Mr. LITTAUER. He has been for many years receiving \$2,400?

Mr. CHAMBERLAIN. You voted it to him several years ago. He came into the service at the close of the civil war. He has been in the Government service forty years; an admirable man, not a "moss-back" either.

CLERK AT \$2,000.

Mr. LITTAUER. You want a clerk at \$2,000. What character of work will he perform?

Mr. CHAMBERLAIN. That is for the man in charge of the general statistical and marine document work of the office.

Mr. LITTAUER. What character of statistical work do you carry out?

Mr. CHAMBERLAIN. The accounts of collectors of customs in regard to shipping. The various reports are treated in the same way as if they were fiscal accounts, as if they were in terms of money instead of terms of tons of ships. That particular man is now getting \$1,800. When I came into the office some years ago he was getting \$1,600. He has been in the service of the Government since 1880, and as I say since 1895 he has been getting \$1,600 and \$1,800.

Mr. LITTAUER. Do you call his work work that ought to be paid for better than the ordinary class 4 clerk receives?

Mr. CHAMBERLAIN. I think so; he has charge. It is practically an independent branch of the Bureau's work.

Mr. LITTAUER. Is he required to make any determinations himself, or is it purely gathering together of statistics?

Mr. CHAMBERLAIN. Besides gathering together of statistics, he passes upon questions as to the nature of marine documents. It in

volves knowledge of the navigation laws, the nature of licenses, registers, emoluments, and all that sort of thing. He has to know many of the laws.

Mr. LITTAUER. You reduce, then, your clerks of class 4 by one and add one on to clerks of class 2, asking for two additional clerks of \$1,000?

Mr. CHAMBERLAIN. If you will allow me, in a word, the net changes that are involved in amount is \$1,800. The proposition is to have one new \$2,000 clerk, one new \$1,400 clerk, two new clerks at \$1,000, and to reduce the \$900 clerks from nine to five. That is the proposition.

Mr. LITTAUER. Have there been many changes in compensation outside of the deputy commissioner in late years?

Mr. CHAMBERLAIN. In twelve years there have been no changes in the compensation of clerks in that office with the exception of the year 1895, when one \$900 clerk was made a \$1,200 clerk. The result is that every clerk in that office who is drawing to-day over \$900 has been there ten years or more, with but two exceptions. Since 1900 eleven good \$900 clerks have left the Bureau because they have been offered transfers at more pay for much the same grade of work. One of those Congress authorized three years ago, a clerk of the Commissioner, I think he is called, who is to act as chief and as deputy in the deputy's absence. In fact he has to be my right-hand man, and act as deputy, and also do the whole chief clerk's work of the office.

Mr. LITTAUER. You have no chief clerk?

Mr. CHAMBERLAIN. I have no chief clerk.

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NUMBER OF EMPLOYEES IN BUREAU.

Mr. TAWNEY. How many people have you in your Bureau?

Mr. CHAMBERLAIN. In all 22. The office was created in July, 1884. In 1886 there were 24 clerks; in 1888, 23; in 1889, 21. I say clerks, but that includes of course two messengers, myself, and the deputy. The number of clerks has been 21 from 1889 down to 1905, when, as I say, Congress authorized an additional clerk.

Mr. LITTAUER. So that it is practically less than in 1884?

Mr. CHAMBERLAIN. Yes, sir.

Mr. LITTAUER. Now, as to the work.

Mr. CHAMBERLAIN. The work has increased. It is pretty hard to give a measure of the work, but on the basis of the letters written the work has increased certainly 40 per cent in my time. The transfer of this office from the Treasury Department to the new department has increased the work in this way, that formerly we were closely associated with the customs division, and in pulling the two apart there have arisen inevitably various questions of administration, and all that sort of thing, that have complicated matters.

Mr. LITTAUER. In other words, it takes more labor now than before?

Mr. CHAMBERLAIN. A higher grade of labor. The only way we contrive to keep up at all is this: We are getting the best mechanical appliances we can. Where ten years ago we used to duplicate letters, now we do everything that can be done by the mimeograph and other duplicating processes. Of course there are a large number of letters that can be answered on blank form and postal cards, and we use those.

Mr. LITTAUER. What is the character of the inquiries that come to you?

Mr. CHAMBERLAIN. They are various.

Mr. LITTAUER. Please give us some idea.

Mr. CHAMBERLAIN. We have had the work of preliminary auditing the accounts of the collectors of customs so far as they relate to the fines and penalties of navigation. That is a matter of about 6,000 vouchers a month, and it is quite an item. It is done by one clerk, who receives \$900, and the work is heavy.

Mr. LIVINGSTON. Then you need this \$1,800, and you need it bad.

Mr. CHAMBERLAIN. I think so, sir.

Mr. BINGHAM. Has not your general correspondence increased very largely in view of the active inquiries in connection with merchant-marine propositions?

Mr. CHAMBERLAIN. Very materially. That has been so for several years.

BUREAU OF IMMIGRATION AND NATURALIZATION.

STATEMENT OF MR. RICHARD K. CAMPBELL, CHIEF OF DIVISION OF NATURALIZATION, REPRESENTING THE BUREAU OF IMMIGRATION AND NATURALIZATION.

Mr. BINGHAM. Have you any general statement you desire to make?

Mr. LITTAUER. Any statements in addition to the facts given in the notes?

Mr. CAMPBELL. No additional statement. I can give you some facts in verification of those statements.

CHIEF CLERK.

Mr. LITTAUER. Why do you desire to have the chief clerk authorized to act as Assistant Commissioner-General?

Mr. CAMPBELL. Because as a matter of fact he does so act quite a considerable part of the year; probably 25 per cent or more of the time.

Mr. LITTAUER. In the absence of the Commissioner-General?

Mr. CAMPBELL. Yes; in the absence of the Commissioner-General.

Mr. LITTAUER. How many people have you in the service that are not specified here—I mean people outside?

Mr. CAMPBELL. A little upward of 1,200 people.

Mr. LITTAUER. How much is expended for their salaries and per diem expenses, and so forth?

Mr. CAMPBELL. I am afraid I can not give you that. I can state the expenses that have been incurred for the period since the 1st of July, paid out of the immigrant fund. The total expenses since the 1st of July have been \$434,889.23. Of course that includes other expenses than the salaries and per diem of employees.

Mr. LITTAUER. What character of expenses besides?

Mr. CAMPBELL. There are all kinds of supplies. For example, the station at Ellis Island requires furniture and fuel, and—

Mr. LITTAUER. Who controls the immigrant fund?

Mr. CAMPBELL. The Secretary of the Department of Commerce and Labor.

Mr. LITTAUER. How much was taken into the fund in the last fiscal year?

Mr. CAMPBELL. I can not give you that precisely, but I can give you what will answer your purpose, probably. The approximate balance on hand June 30 last was \$2,061,000.

Mr. LITTAUER. How much came in and how much went out last year from the fund?

Mr. CAMPBELL. I can not give that offhand, but I can send to the committee a statement covering that subject later.

Mr. BINGHAM. That would be contained, would it not, in the annual report of the Commissioner-General of Immigration?

Mr. CAMPBELL. The report for this year is not yet out, but I can send a statement covering that point if you desire it.

Mr. LITTAUER. Are individuals and clerical workers paid out of this fund?

Mr. CAMPBELL. Yes.

Mr. LITTAUER. And every expense outside of Washington is paid out of that fund?

Mr. CAMPBELL. Yes, sir; all expenses of every character in connection with the service. The terms of the act are very broad.

Mr. LIVINGSTON. How long has this chief clerk been in the service, in this business?

Mr. CAMPBELL. About fifteen years.

Mr. LITTAUER. Did we not increase his salary two years ago?

Mr. LIVINGSTON. No; that was several years ago. How about his efficiency and information?

Mr. CAMPBELL. He is thoroughly efficient. I suppose he is the most efficient man, in some respects, in the service.

Mr. LIVINGSTON. Is it not a fact that the whole duties of the Commissioner-General are practically on his shoulders?

Mr. CAMPBELL. During the time the Commissioner-General is absent, which, as I stated, is at least 25 per cent of the time, during that time the duties are absolutely upon this man's shoulders.

Mr. LIVINGSTON. Even when the Commissioner-General is here has not the chief clerk the burden on him?

Mr. CAMPBELL. Oh, yes; undoubtedly. He has the benefit of many years of experience in the service, which the Commissioner-General of course has never had.

SUPERVISING IMMIGRANT INSPECTOR DROPPED.

Mr. LITTAUER. What is this supervising immigrant inspector that you propose to drop?

Mr. CAMPBELL. It merely amounts to a change of title from "supervising immigrant inspector" to "clerk of class 4." It is intended to correct a designation which does not correspond with the character of the duties required of the present incumbent of the position. The officer who holds that position is a statistician, really.

• ANGEL ISLAND STATION, CAL.

Mr. TAWNEY. Why do you want this proviso here, on the bottom of page 287?

Mr. LITTAUER. For the furniture of the immigrant station at Angel Island, Cal.

Mr. TAWNEY. We have a proviso in the sundry civil bill in regard to that. The statute stands now in the sundry civil bill. I was just wondering why they wanted to take off the limitation. One hundred thousand dollars is appropriated out of this fund in the sundry civil act for all purposes incidental to the construction and furnishing of that station.

Mr. LIVINGSTON. I can tell you why they want it out, if you do not remember.

Mr. TAWNEY. I do not. I understand they want to enlarge the buildings.

Mr. CAMPBELL. This is Angel Island. They simply want to purchase the furniture and pay for it out of that fund.

Mr. LITTAUER. We have nothing to do with it, anyway.

Mr. TAWNEY. Here is the provision [reads]:

San Francisco, Cal., immigrant station: For completion of a main building and other necessary buildings for an immigrant detention station on Angel Island, in the harbor of San Francisco, and furnishing the same, including wharf landings, improvement of grounds, and other necessary objects, \$100,000, etc.

Mr. CAMPBELL. Evidently the station will cost so much as to leave an insufficient balance to furnish it. I think the obvious purpose is to exceed the limitation of \$100,000, if necessary, to complete furnishing.

Mr. TAWNEY. It was estimated when the appropriation was made at \$100,000.

Mr. LIVINGSTON. Suppose you confer with the chief clerk and send us up information to-morrow morning about this.

Mr. TAWNEY. It goes out of this bill anyway. It should go into the sundry civil bill if it goes into any bill at all.

BUREAU OF STANDARDS.

STATEMENT OF MR. S. W. STRATTON, DIRECTOR.

ADDITIONAL ASSOCIATE PHYSICIST.

Mr. LITTAUER. Mr. Director, you ask for one additional associate physicist. What are the duties of this physicist and why do you need this additional one at such a compensation?

Mr. STRATTON. The work of the Bureau has increased very much, indeed. For two or three years past we have appointed a number of minor assistants. The Bureau started out with young men. Some of them have been there five or six years and have developed into first-class men—men whose salaries are too small. In fact, the Bureau lost several good men last year. These men are needed as experts in several important branches of the Bureau's work which have developed beyond the limits of the present facilities.

Mr. LITTAUER. These men conduct the work of the Bureau of Standards?

Mr. STRATTON. Yes, sir; experts in the scientific work and measurements of precision.

Mr. LITTAUER. You practically have two divisions—your chemistry division and the division in which this physicist works?

Mr. STRATTON. Yes; the physics division, or the work which is carried on by physicists, is further divided into weights and measures, electrical measurements, heat and thermometry, optical work which includes all investigations and measurements in connection with standards of illumination, and the testing of engineering instruments.

Mr. LIVINGSTON. What is the meaning of the word "physicist?" Give me its root.

Mr. STRATTON. A physicist is one who is a specialist in the branch of science known as physics, which includes mechanics of solid liquids and gases, heat, light, electricity, and magnetism. The term is similar to that of chemist. I might say that one of the men asked for is an expert in photometry, whose work consists of the problems which arise in connection with standards of light and light-measuring instruments, and especially the work relating to electric lighting. Another one will be an expert in polarimetry, whose principal work would be polariscopic measurements, a somewhat scientific and unfamiliar name, but one of the most important features of the Bureau's work, since it includes the testing of all the instruments used by the customs service in determining the duty on all sugar imported into the country.

These instruments are tested for the public; also, furthermore, the Bureau is continually improving methods of measurements and the standard used in this and many other equally important branches of physical measurements. The men who do this work are all physicists. In order to get such men it is usually necessary to secure men who are employed as professors or instructors in physics or chemistry in scientific and educational institutions. Our laboratory assistants are nearly all persons who have received a university training. The usual terms applied to men of this character are physicists and chemists, and it is simpler than a long list of technical names.

INCREASE OF WORK.

Mr. LITTAUER. Your work has increased in such a way that you need more men to perform the various experiments and determinations that you are called upon to perform?

Mr. STRATTON. Yes. That does not begin to express the case. The Bureau has been compelled to turn away important work. We have asked for what appears to us to be a very small increase in comparison with that which is needed.

Mr. LITTAUER. Is the work being offered to you more and more?

Mr. STRATTON. Yes, sir. The increase last year is about 25 per cent over the year before.

Mr. LITTAUER. In other words, the people of the country who can take advantage of your services are learning that they can do so and there is no doubt that they can get results?

Mr. STRATTON. Yes, sir.

FEES.

Mr. BURLESON. Are fees charged for this service?

Mr. STRATTON. Yes, sir. A fee covering the actual cost of tests; it does not cover the cost of development of standard, methods of measurements, or investigations undertaken for the public good.

We are trying to cut down the work of the Bureau by omitting the kinds of testing that can be done by local officials. Nevertheless, we have done some of it where there are no local facilities. We try to encourage the people to adopt better laws and practice in regard to weights and measures. In many cases this is done through the local inspectors and sealers. There is a great reform going on throughout the country in matters relating to weights and measures. It is an important movement.

The same thing is going on in manufacturing. Manufacturers throughout the country, in order to compete with foreigners and to compete with each other, are introducing scientific and accurate methods of measurement. Scarcely a day passes that some manufacturer does not visit the Bureau to learn how to measure or to secure standards. This work is increasing enormously, and it is as important as any work the Government undertakes. The manufacture of scientific apparatus in this country is increasing rapidly. Manufacturers of these instruments must have them compared with the fundamental standards. They are useless without it. The increase is principally due to these three causes.

INCREASE OF APPROPRIATION.

Mr. LIVINGSTON. What is the total increase?

Mr. STRATTON. Fifteen or sixteen thousand dollars.

Mr. LIVINGSTON. I make it \$25,000.

Mr. LITTAUER. The total increase for personal services as far as I can see is \$20,300.

Mr. LIVINGSTON. There is \$5,000 just below that.

Mr. LITTAUER. Five thousand dollars for apparatus; nothing else.

Mr. STRATTON. There is no increase except in the personnel.

TOTAL GROSS REVENUE.

Mr. BURLESON. What is the total gross revenue?

Mr. STRATTON. Of course a large part of the work of the Bureau is getting the apparatus together, the development of methods of measuring, and the development of standards. As to the fee, we try to charge a fee to cover the actual amount of work that goes into the particular test. It would not begin to cover the expenses of the Bureau, and will perhaps seem to you, gentlemen, rather small. Last year the fees were about \$3,000 in actual cash, and about an equal amount of work was done for the Government.

The Government work has gone ahead by leaps and bounds during the present year.

Mr. LITTAUER. Have you any figures on that?

Mr. STRATTON. Yes, sir. During the past year the work done for the public amounted to practically \$3,000 and the same amount for the Government, and this year it will be about \$5,500 for the public and nearly twice that for the Government. There is a wave of reform going on all through the Government service as to proper specifications and the tests to determine whether the goods comply with the specifications. In this morning's mail there was a request from the Quartermaster of the Army and another from the Librarian of Congress in regard to tests of lamps.

Mr. LITTAUER. Electrical lamps?

Mr. STRATTON. Yes, sir.

TESTS OF BUILDING MATERIALS.

Mr. TAWNEY. What testing are you doing in the way of building materials?

Mr. STRATTON. The act establishing the Bureau covers that, and we are doing some for the Government service. The truth of the matter is we have not been able to organize it as it should be because of other work which seemed to require attention first. We test the cement for the office buildings of the House and Senate and other materials for the Departments of the Government where they have not testing plants of their own. Engineering materials are also tested in a limited way. Investigations in connection with the more important problems which arise in connection with building and engineering materials should be taken up by the Government.

Mr. TAWNEY. Could the Bureau of Standards be organized and equipped for efficient tests of all classes of building materials?

Mr. STRATTON. Yes. In some foreign countries it is done by the government. The act establishing the Bureau provides for the testing of materials.

Mr. LITTAUER. Is there any reason why you can not conduct a proper inquiry and establish the proper properties of reenforced concrete—concrete in its variations?

Mr. STRATTON. None whatever. We have in one or two cases made tests of concrete as to strength and heat-resisting properties, but we have not gone into an elaborate plan for testing reenforced concrete. The question is an important one.

Mr. LITTAUER. You test the strength of steel?

Mr. STRATTON. Yes, sir; but we avoid the testing that is well done by commercial laboratories. There are laboratories in Pittsburg and other places well prepared to test the tensile strength of steel. If a manufacturer wants to know the tensile strength of a sample of steel, he can have it determined in such laboratories. In the case of the Government Departments and in cases where there are disputes the Bureau does make tests of that kind, but, generally speaking, we try to avoid work which can be done equally well in private laboratories.

An assistant chemist is asked for. It may be interesting to you to know what our chemists do in connection with steel and iron. The foundrymen and steel men throughout the country buy and sell their product according to analyses. They make the analyses every day. They must make them quickly. They can not make duplicate analyses on account of the time it would require. The foundrymen's association asked the Bureau to prepare standard samples of iron. A quantity of iron is reduced to fine borings and analyzed very carefully. It is then subdivided into a larger number of small samples, each of which has a known composition. These samples are sold to the manufacturers of iron, who use them to check the analyses in their own laboratories. We have very great demand for them. If a foundryman wishes to test his analyses for the day, he uses one of these standard samples of known composition. The steel industries have asked for the same thing, and the standard samples of steel are being prepared. We receive \$1.50 for one of these samples of two or three ounces of iron or steel, and one analysis serves a large number of people.

This work was taken up about six months ago. Up to the present time we have sent out over \$500 worth of these samples. In this morning's mail there were orders for fifteen samples. This work is of the greatest importance to manufacturers of steel and iron.

MECHANICIANS.

Mr. LITTAUER. In addition to the investigators you have mechanicians. Those are the men who make the instruments with which you work?

Mr. STRATTON. Yes; the instruments which can not be bought. The apparatus used in connection with precision measurements and new methods of measurement must be developed and is not found in the market. We do not make anything that can be bought.

ASSISTANT ENGINEER.

Mr. LITTAUER. You want an assistant engineer; what is the reason for that?

Mr. STRATTON. We are organized now on the basis of two shifts. Our work has been seriously handicapped because we could not run certain parts of the machinery continuously, such as the dynamos that furnish current for light testing and for the charging of storage batteries, the heating plant in the winter, and for the refrigerating plant in the summer. There are other machines that must be run continuously during twenty-four hours of the day; the assistant engineer and a skilled laborer are asked for that purpose.

APPARATUS.

Mr. LITTAUER. In the matter of apparatus will you during the current year use the entire amount appropriated, \$40,000?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. What plans have you for the use of the \$45,000 that you estimate for; any particular items of machinery?

Mr. STRATTON. There is one item that you objected to last year—an additional boiler and engine.

Mr. LITTAUER. Another one?

Mr. STRATTON. Yes, sir; we will have to have it; not as a duplicate, but to use right along.

Mr. LITTAUER. You have not force enough?

Mr. STRATTON. No, sir; we have been very seriously handicapped, not only during the past winter, but during the summer. We have had to run the entire steam plant during the summer for power purposes.

Mr. LITTAUER. You have space enough in your building?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. And your building was erected with this in view?

Mr. STRATTON. Yes, sir. There is another item. Our express wagon which we bought five years ago is too small—it is a small electric delivery wagon; we got an electric because we could charge at our own plant and avoid keeping horses. It was ample at the time, but is not half large enough now; it is broken down much of the time; \$2,500 of the sum is for a new delivery wagon. I think it is so stated in the notes.

Mr. BURLESON. When will you complete the purchase of machinery there? You have already expended about \$304,000?

Mr. STRATTON. Not that amount for machinery.

Mr. BURLESON. When do you think you will complete it?

Mr. STRATTON. Never. Each year a certain amount of machinery, a certain amount of laboratory apparatus, materials, etc., will be required to maintain the Bureau. In other bureaus the item for laboratory equipment is sometimes called "general expenses." We designate fuel, gas, travel, books and periodicals, etc., as general expenses as separate and distinct from laboratory expenses.

Mr. BURLESON. Do you intend to create the impression that this is a perpetual appropriation?

Mr. STRATTON. Yes, sir; it is the laboratory expense each year.

Mr. LITTAUER. That is necessary to run it?

Mr. STRATTON. Yes, sir.

DIVISION OF EXPENDITURES.

Mr. LITTAUER. The expenditures could be subdivided into supplies and into permanent plant?

Mr. STRATTON. Yes, sir. I have a statement of just how it was expended last year. For apparatus, \$19,000. That is the apparatus used in the laboratories. It is not machinery, but scientific apparatus used in the laboratories. Supplies, \$5,000; the chemicals and things of that sort. For machinery, \$1,900; lathes, planers, etc; for the shop supplies, \$2,900; metal and castings and so on, and for the piping and wiring, \$5,000, and sundries, \$250. That is the distribution of the appropriation for the last year.

COMPENSATION AND MILEAGE OF MEMBERS OF CONGRESS.

	Compensation and mileage.
<i>1789-1795.</i>	
Senators, Representatives, and Delegates	\$6 for every day of attendance in Congress, and \$6 for every 20 miles traveled at beginning and end of each session.
Speaker	\$6 per diem additional.
<i>1795-1796.</i>	
Representatives and Delegates	\$6 per diem and \$6 every 20 miles.
Speaker	\$6 per diem additional.
Senators	\$7 per diem and \$7 every 20 miles.
<p>NOTE.—1 Stat. L., 70, provided that, <i>after Mar. 4, 1795</i>, Senators \$7 per diem and \$7 every 20 miles, etc. First session held after Mar. 4, 1795, began Dec. 7, 1795. Feb. 6, 1796, 1 Stat. L., 448, was passed, declaring that Senators' compensation, after close of present session (Mar. 3, 1796), should be \$6 for every day of attendance and \$6 for every 20 miles traveled at beginning and end of each session.</p>	
<i>1796-1816.</i>	
Senators, Representatives, and Delegates	\$6 per diem and \$6 every 20 miles, as above.
Speaker	\$6 per diem additional.

Compensation and mileage of Members of Congress—Continued.

	Compensation and mileage.
<i>1816-1817.</i>	
Senators, Representatives, and Delegates.....	\$1,500 annually.
Speaker	\$3,000 annually.
President pro tem., when no Vice-President.....	\$3,000 annually.
NOTE.—3 Stat. L., 257, passed Mar. 19, 1816, makes no reference to mileage, and does not state date when new rate is to take effect; it was repealed. 3 Stat. L., 345, passed Feb. 6, 1817, "from close of present session" (Mar. 3, 1817).	
<i>1818-1856.</i>	
Senators, Representatives, and Delegates	\$8 per diem and \$8 every 20 miles.
Speaker	\$8 per diem additional.
President pro tem. during service.....	Do.
NOTE.—8 Stat. L., 404, passed January 22, 1818.	
<i>1856-1866.</i>	
Senators, Representatives, and Delegates	\$6,000 for "each Congress," and mileage, "as now provided" for two sessions only.
President pro tem. when there is no Vice-President	Salary as Vice-President.
Speaker	Double the salary of Representatives.
NOTE.—11 Stat. L., 48, passed August 16, 1856.	
<i>1866-1873.</i>	
Senators, Representatives, and Delegates	\$5,000 annually and 20 cents a mile coming and going.
Speaker	\$8,000 annually and mileage each regular session.
NOTE.—14 Stat. L., 323, passed July 28, 1866.	
<i>1873-74.</i>	
Senators, Representatives, and Delegates	\$7,500 annually and actual traveling expenses coming and going once each session.
Speaker	\$10,000 annually.
NOTE.—17 Stat. L., 486, passed March 3, 1873.	
<i>1874-1906.</i>	
Senators, Representatives, and Delegates	\$5,000 annually, and 20 cents a mile, coming and going, each regular session.
Speaker	\$8,000 annually.
NOTE.—18 Stat. L., 4, passed January 20, 1874, repealed the increase to Members of Congress, etc., given by 17 Stat. L., 486, and declared—salaries, compensation, and allowances shall be as fixed by laws in force at time of said passage of 17 Stat. L., 486—that all moneys appropriated to Members of Forty-second Congress in excess of mileage and allowances, as fixed at the beginning of said Congress, not drawn, are "covered into the Treasury of the United States."	

MILEAGE.

No mileage allowances made for sessions beginning March 4 to Members of preceding Congress. (9 Stat. L., 635, passed March 3, 1851.)

STATIONERY.

No provision concerning allowance for stationery found before 1855. Appropriation always in lump sum, "for fuel, stationery, etc."

10 St. L., 668, passed March 3, 1855, "increases the stationery allowance to Members of the House from \$25 to \$35."

15 St. L., page 25, passed February 12, 1868, limits stationery allowance for Senators and Representatives to \$125 each session.

CENSUS OFFICE—PURCHASE OF MANUSCRIPTS.

DEPARTMENT OF COMMERCE AND LABOR,
BUREAU OF THE CENSUS,
Washington, December 4, 1906.

Hon. L. N. LITTAUER,

House of Representatives, Washington, D. C.

DEAR SIR: At the hearing on Saturday last, concerning the census estimates for the coming fiscal year, you instructed me to furnish you with a list of the manuscripts purchased by the Director of the Census for the past three years.

The first segregated appropriation for this purpose was that contained in the legislative, executive, and judicial appropriation act for the fiscal year ending June 30, 1904, in which \$5,000 was set aside for the purchase of "law books, books of reference, periodicals, and manuscript investigations of census work in other countries." In view of this phraseology this sum was not regarded as available for the purchase of manuscripts relating to any subject other than the investigation of census work in other countries. The sum of \$2,366 was expended for that purpose during that fiscal year.

The appropriation act for the succeeding year contained the following paragraph: "For the purchase of books of reference, periodicals, and manuscripts, \$2,500." The same item was contained in the appropriation act for the fiscal year 1905-6.

Under the authority thus conferred, manuscripts have been purchased as shown on the accompanying memorandum. Permit me to call your attention to the fact that in answer to your question during the hearing, I gave it as my impression that manuscripts had not been purchased from anyone connected with the Government. I find upon investigation that this is not strictly correct. Prof. Walter F. Willcox, who is dean of the college of arts and sciences of Cornell University, was connected with the Twelfth Census as chief statistician, and has been connected with this Bureau part of the time since the creation of the permanent office, for the purpose of assisting in the preparation of a special report. Mr. William F. Willoughby is, and was at the time of the preparation of the paper mentioned on the accompanying sheet, the treasurer of the Insular Government of Porto Rico. Dr. Marcus Benjamin is employed in the National Museum, and was, I understand, so employed at the time of the purchase of the manuscript specified. Dr. John S. Billings is not now connected with the Government in any capacity, so far as I am aware, nor was he at the time of the preparation of this manuscript.

Very respectfully,

W. S. ROSSITER,
Acting Director.

List of manuscripts purchased by the Bureau of the Census under the appropriations indicated below.

"LIBRARY, CENSUS OFFICE, 1904."

Manuscript entitled "Census Work in Other Countries," purchased of
Prof. Walter F. Willcox, for \$2,366.00

"LIBRARY, CENSUS OFFICE, 1905."

Manuscript entitled "Insular and Municipal Finance of the Island of Porto Rico," purchased of William F. Willoughby, for.....	\$550.00
Manuscript entitled "A Discussion of the Vital Statistics of the Twelfth Census," purchased of Dr. John S. Billings, for	200.00

"LIBRARY, CENSUS OFFICE, 1906."

Manuscript entitled "American Art Pottery and American Art Glass," purchased of Dr. Marcus Benjamin, for.....	300.00
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INDEX.

	Page.
Allen, Frederick I	246, 255
Allen, James	172
Assay offices at—	
Boise, Idaho	161
Charlotte, N. C.	162
New York, N. Y.	163
Seattle, Wash.	163
Assistant Secretary of the Treasury	121, 141
Assistant Secretary of the Interior	226
Austin, O. P.	338
Baltimore, Md., subtreasury	141
Black, John C.	87
Boston subtreasury	143
Bonaparte, Charles J.	199
Brown, Elmer E.	258
Browning, William J.	5
Bromwell, Charles S.	181
Brandt, E. S.	221
Carson, John M.	311
Casson, Henry	3
Capitol Police	3
Census Office—	
Census of fisheries	333
Census of electrical industries	333
Divorce statistics	331
Information for census reports	330
Library	329
Miscellaneous items	333
Purchase of manuscripts	331, 333, 356
Statisticians, salary of	329
Items of proposed appropriation	332
Tabulating machines	333
Chief clerk, War Department	163
Chief of Engineers, office of	178
Chief clerk, Navy Department	190
Chief clerk, Bureau of Equipment	206
Chief clerk, Bureau of Ordnance	221
Chief clerk, Interior Department	232
Chance, M. O.	264
Chicago subtreasury	144
Chamberlain, Eugene T.	345
Civil Service Commission :	
Additional clerks—increase of work	103
English civil-service system	98
Examination of cadets to Annapolis and West Point	99
Exceptions by Executive order	101
Increase of traveling expenses	104
Increase of salaries of Commissioners	93-99
Increase of compensation	87
Suggested reduction of the Commission to one member	103
Cincinnati, Ohio, subtreasury	146
Congress—Members of, compensation of	354

	Page.
Commissioner of Internal Revenue.....	148
Commissioner of Pensions.....	242
Commissioner of Patents.....	246, 255
Commissioner of Education.....	258
Commissioner of Labor.....	327
Congressional Library.....	68
Corporations, Bureau of.....	320
Cooley, A. W.....	87
Copyright Office.....	76
Contingent expenses—	
Department of Commerce and Labor.....	310
Hydrographic Office.....	212
Interior Department.....	234
Navy Department.....	198
Post-Office Department.....	271
Treasury Department.....	139
War Department.....	170
Department of Justice:	
Attorney in charge of pardons.....	299
Assistants.....	303
Additional messengers.....	303
Additional clerk.....	305
Charwomen.....	303
Cataloguing.....	302
Duties of Chief of Division of Accounts.....	303
Increase of salary of Chief of Division of Accounts.....	303
Librarian.....	301
Miscellaneous items.....	305
Number of volumes.....	302
Office Solicitor Department of Commerce and Labor—	
Assistant solicitor.....	306
Additional clerk.....	308
Character of work performed by clerks.....	303
Immigration investigation, Charleston, S. C.....	307
Judicial appropriation, salary of clerks.....	309
Work of Bureau.....	306
Packer.....	305
Purchase of books.....	302
Salary of disbursing clerk.....	301
Department of State:	
Carpenter.....	119
Chiefs of bureaus.....	110, 115
Indexing papers and correspondence.....	105
Lack of expert assistance.....	112
Limitations as to the use of the emergency fund.....	116
Lithographer.....	114
Method of preparing estimates.....	117
Rent of War College building.....	181
Rent of War College building.....	115
Telephone switch-board operators.....	118
Department of Commerce and Labor:	
Bureau of Labor.....	327
Bureau of Navigation.....	345
Bureau of Statistics.....	
Bureau of Corporations—	
Appointments through Civil Service.....	326
Clerical and traveling force.....	324
Employment of specialists.....	325
Fertilizer trust.....	322
Paper trust.....	322
Passenger-elevator trust.....	322
Purpose of coal investigation.....	321
Pullman Palace Car Company.....	323
Standard Oil suit.....	322
Suits instituted.....	321
Work of bureau.....	320

	Page.
Department of Commerce and Labor—Continued.	
Bureau of Standards—	
Additional associate physicist.....	349
Assistant engineer.....	353
Apparatus.....	353
Division of expenditures.....	354
Fees.....	350
Increase of work.....	350
Increase of appropriation.....	351
Mechanicians.....	353
Test of building materials.....	352
Total gross revenue.....	351
Bureau of Manufactures—	
Collecting tariffs of foreign countries.....	311
Census Office.....	329
Immigration and Naturalization, Bureau of.....	347
Angel Island Station, Cal.....	348
Chief clerk.....	347
Supervising immigrant inspector dropped.....	348
Office of the Secretary.....	309
Contingent expenses.....	310
Clerk to superintendent.....	310
Disbursing clerk.....	309
Packer.....	310
Rent and repairs.....	310
Watchmen.....	310
Office of Supervising Inspector-General, Steamboat Inspection Service.....	343
Dawson, E. M.....	232
Denby, Charles.....	105
De Graw, P. V.....	264
Director of the Census.....	336
Director of the Mint.....	157
Earl, Charles.....	299
Education, Bureau of:	
Bulletins.....	261
Cost of Indian schools \$1.600 per capita.....	262
Commissions.....	261
Copyist.....	259
Collection of statistics.....	260
Labor.....	259
Library.....	264
Salaries—chief clerk.....	258
Specialist.....	263
Total work.....	260
Employees in printing office, number of.....	10
Field, Orrin J.....	299
Garfield, Jas. R.....	320
General Land Office:	
Arizona.....	238
Assistant messengers.....	240
California work.....	237
Engraving maps.....	240
Law clerks.....	237
Land entries.....	240
Recorder.....	237
Surveyors-general.....	238
United States maps.....	238
Glover, John J.....	299
Gordon, Peyton.....	299
Government Printing Office.....	7
Abolition of unnecessary offices.....	50
Alleged dissatisfaction and complaints.....	15
Annual expenditures.....	28
Assistant inspectors.....	32
Cashier and paymaster.....	30
Catalogue section.....	45

	Page.
Government Printing Office—Continued.	
Chief clerk and superintendent	61, 62
Chief clerk, duties of	29
Chief clerk, increase of salary	29
Chief clerk and superintendent of documents	36
Chiefs of division	28
Chief inspector	30
Comparisons of compensation with other departments	49, 50, 58
Condition of the bindery	17
Congressional Record clerk	36
Copyists	37, 45
Consolidations effected	59
Discounts in purchase of supplies	21
Efficiency record system	64
Extra service	27
Helpers	
Increase of salaries	28
Inspector of paper and materials	30, 64
Library	45
Library section	45
Material, purchase of	25
Messengers	37
Mode of selection of force	19
Number of employees	10
Office of chief clerk	9
Office of superintendent of documents	8, 35
Office of Public Printer	7, 8
Overtime work	62
Paying teller	35
Progress of reorganization	56
Proposed classification	61, 63
Purchase of machinery	29
Rating of wages and overtime	19
Salaries	27
Reductions	8
Repairs	31
Simplified spelling	38
So-called "death list"	
Superintendent of supplies	32
Supplies, purchase of Government Printing Office	21
Tabulation of the personnel	48
Telephone operators	65
Telephone operator	34
Time clocks	12
Use of machinery and mechanical devices	20
Watch force	48, 50, 64, 66
Green, Bernard R.	83, 87
Hitchcock, Frank H.	264
House of Representatives:	
Capitol Police	3
Chief Clerk's and disbursing offices	5
Fuel and oil	6
Furniture	6
Index clerks	5
Messenger in Chief Clerk's and disbursing office	5
Sergeant-at-Arms	3
Stationery	6
Hydrographic Office	209, 210
Independent Treasury:	
Assistant Treasurer at Baltimore	141
Assistant Treasurer at St. Louis	147
Assistant Treasurer at Philadelphia	147
Assistant Treasurer at New York	146
Assistant Treasurer at New Orleans	146
Assistant Treasurer at Cincinnati	146
Assistant Treasurer at Chicago	144
Assistant Treasurer at Boston	143

Interior Department:	Page.
Board of Pension Appeals.....	232
Bureau of Education.....	258
Commissioner of Indian Affairs, Office of—	
Chief of division.....	241
Increases and transfers.....	241
Increase.....	242
Contingent expenses.....	234
Chiefs of divisions and chief engineer.....	236
Exhibits.....	235
General Land Office.....	237
Office of the Secretary.....	226
Private secretary.....	233
Pension Office.....	242
Postage.....	236
Reproducing work, California.....	234
Salaries and expenses.....	234
Indian Office.....	241
Judge-Advocate-General, War Department.....	171
Kiggins, Frank M.....	87
Keep, Charles H.....	121, 141
Kearney, George.....	299
Labor, Bureau of.....	327
Library of Congress:	
Advance payment for publications.....	82
Americana.....	78
Assistants, division of mail and delivery.....	68
Bookbinding.....	72
Change in designations of divisions.....	68
Chief assistants.....	69
Comparison of salaries.....	70
Copyright office.....	76
Increase of the Library.....	76
Index to comparative legislation.....	74
Law library—index to Statutes at Large.....	78
Library building.....	83
Messenger boys.....	71
Newspaper stacks.....	81
Newspaper stock.....	82
Recent purchases of books and manuscripts.....	80
Smithsonian deposit.....	71
Library of Congress building and grounds:	
Carpenter.....	83
Change in personnel.....	83
Furniture.....	85
Machinist.....	84
Pneumatic dusting apparatus.....	86
Mackenzie, Alexander.....	178
Madden, Edwin C.....	264
Manufactures, Bureau of.....	311
Maps of the United States.....	238
McGowan, Samuel.....	223
Mints at:	
Carson, Nev.....	157
Denver, Colo.....	158
New Orleans, La.....	159
Philadelphia, Pa.....	160
San Francisco, Cal.....	161
Navy Department:	
Naval Observatory—	
Building for alt-azimuth instruments.....	214
Computers—change of designation.....	215
Fertilizer.....	208
Fuel, oil, and grease.....	207
Miscellaneous computations.....	208, 212
Miscellaneous items.....	208
New building.....	209

	Page.
Navy Department—Continued.	
Bureau of Construction and Repair—	
Authority to employ draftsmen, etc.....	218
Detail of naval officers.....	216
Detail of officers.....	219
Draftsmen and experts.....	218
“Hurry-up” orders.....	219
Bureau of Equipment—	
Additional clerk.....	207
Condition of work.....	206
Detail of naval officers.....	207
Promotions.....	206
Bureau of Navigation.....	200
Clerical force, increase of.....	201
Length of details.....	201
Method of preparing estimates.....	200
Officers attached to bureau.....	200
Reasons for increase of force.....	202
Selection of officers.....	201
Work of officers.....	204
Bureau of Ordnance—	
Chief clerk.....	221
Messenger.....	222
Bureau of Supplies and Accounts—	
Clerks, detail of.....	223
Clerical force, increase of.....	223
Detail of naval officers.....	223
Hydrographic Office—	
Additional plate printers.....	212
Apprentice draftsmen.....	211
Contingent expenses.....	212
Detail of naval officers.....	209, 210
Draftsmen under instruction.....	211
Editor of Notice to Mariners.....	209, 210
Plate printers.....	211
Office of the Secretary.....	190
Contingent expenses.....	198
Draftsmen and technical services.....	196
Messenger.....	198
Resignations.....	194
Stenographer.....	197
Transfer of clerks.....	194
Telephone operators.....	197
Navigation Bureau.....	345
Naval Observatory.....	207, 212
Neill, Charles P.....	327
New York subtreasury.....	146
New Orleans, La., subtreasury.....	146
North, S. N. D.....	336
Paymaster-General of the Army.....	173
Patent Office.....	246, 255
Applications.....	256
Increase of force.....	255
Peters, B. F.....	190
Pension Office.....	242
Philadelphia subtreasury.....	147
Post-Office Department:	
Office of the Postmaster-General—	
Appointment clerk.....	265
Assistant engineers.....	268
Additional fireman.....	268
Additional watchmen.....	269
Additional laborers and coal passers.....	269
Assistant plumber.....	270
Additional charwomen.....	270
Building for supplies.....	275
Contingent expenses.....	271

Post-Office Department—Continued.

Page.

Office of the Postmaster-General—Continued.

Captain of the watch	269
Chief division of printing	266
Cabinetmakers	269
Carpenter	268
Disbursing clerk	265
Engineer	268
Foreign postage	275
Foreman of stables, etc.	270
Furniture and indexes and filing devices	272
Hours of employment	268
Increase of clerical force	266
Miscellaneous items	273
Messenger in charge of mails	268
Motor wagon	272
Post-office inspectors	275, 276
Price of coal	271
Plumbing	271
Painting	271
Postmaster-General's office, promotions	264
Rent of stable	275
Stenographers, duties of	265
Topography	275
Transfers and resignations	276
Telephone operators	266

First Assistant Postmaster-General—

Assistant attorneys	277
Details	279
Increase of force	279
Overtime work	285
Suggested consolidation of two divisions	280, 286
Superintendent of postmasters' appointments	288
Transfer of division of correspondence	286

Second Assistant Postmaster-General—

Increase of force	289
Printers, etc	291
Superintendent of railway mail adjustments	289
Traveling expenses, railway mail service	292

Third Assistant Postmaster-General—

Assistant superintendent of money orders	297
Division of registered mails	294
Increase of clerical force	294
Overtime work	294
Per diem allowance	295
Superintendent of finance division	293

Fourth Assistant Postmaster-General—

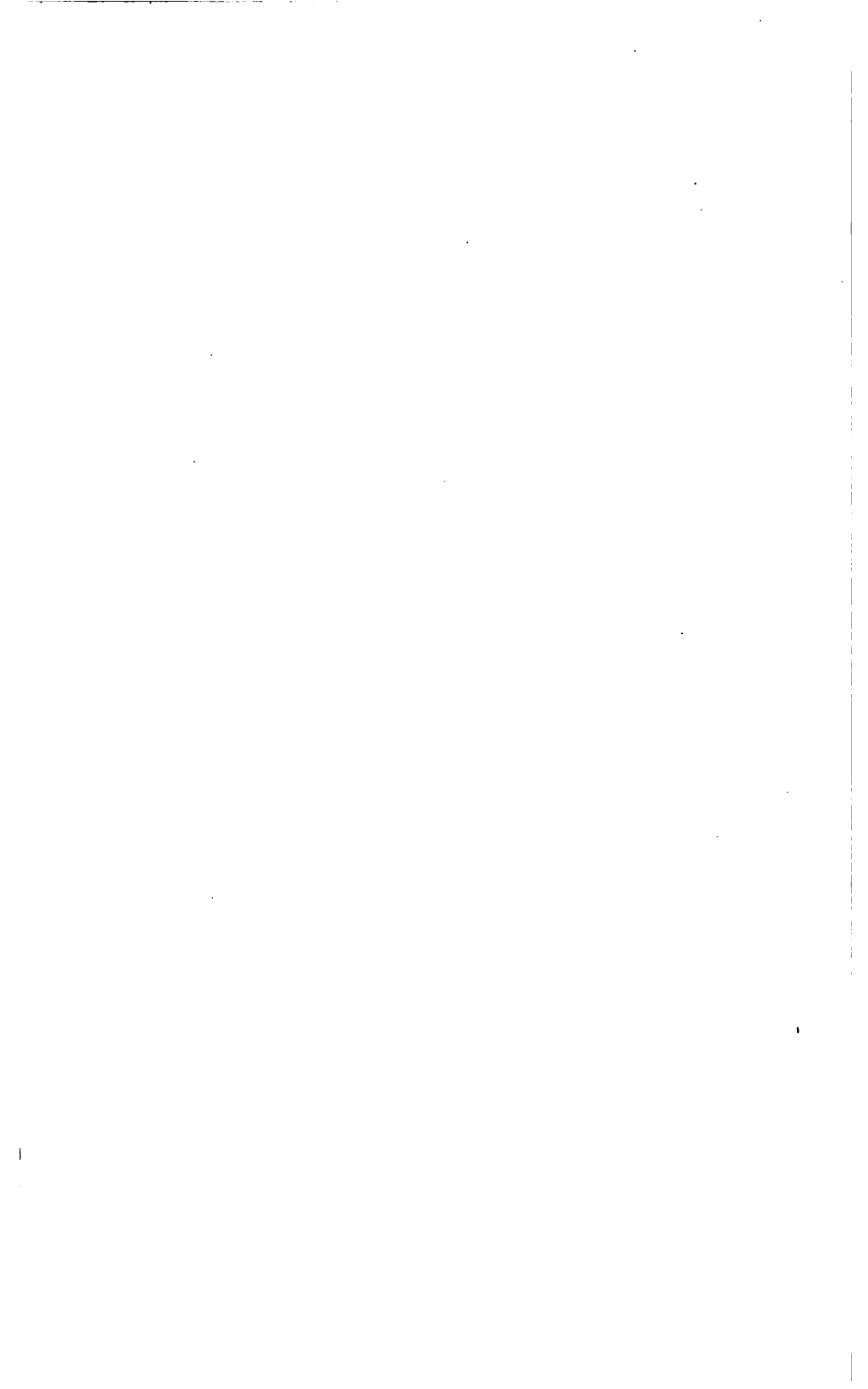
Details	290
Division of supplies	298
Division of dead letters	298
Topographer	298

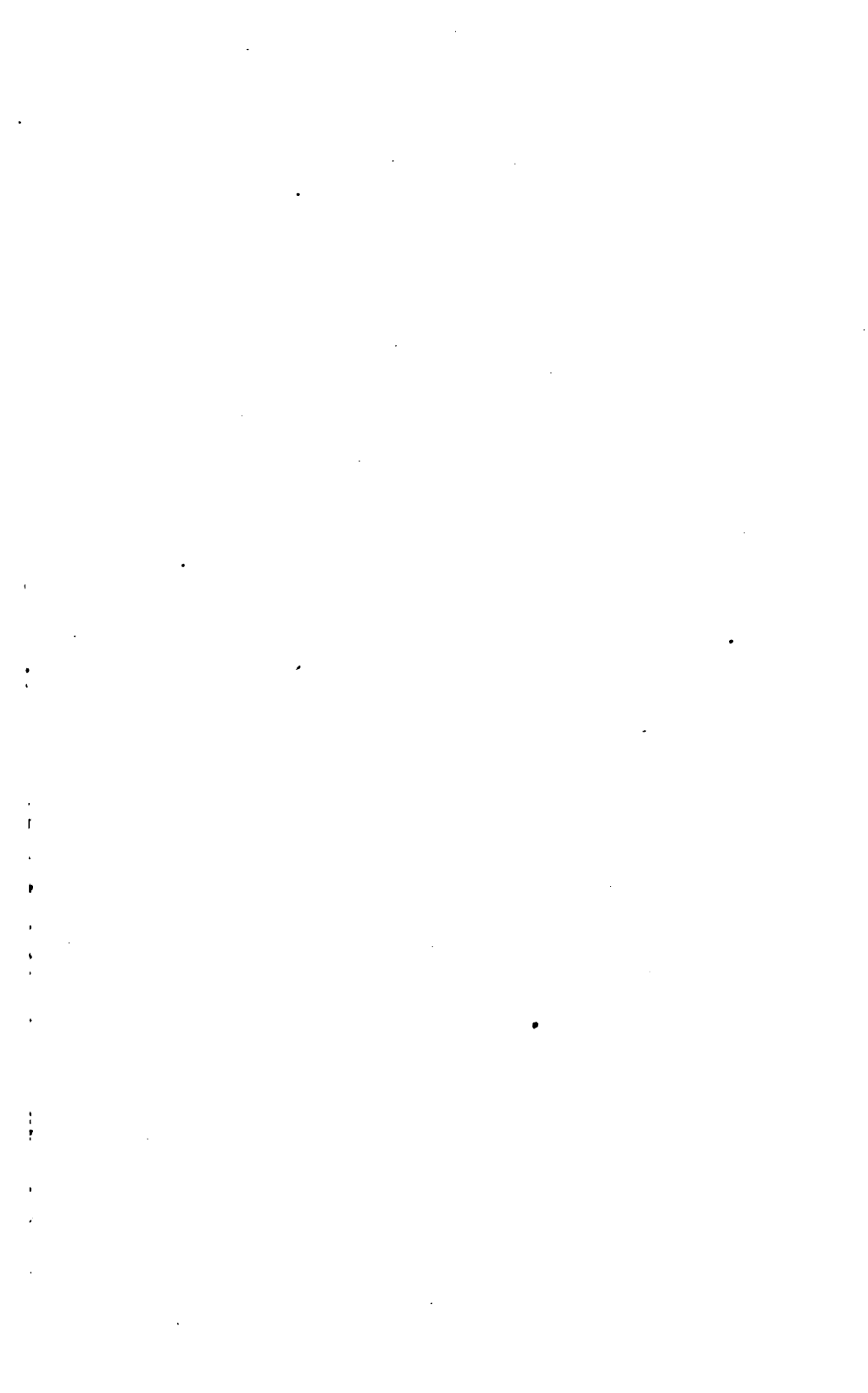
Poole, John H.	186
Potter, Wm. C.	200
Porter, J. B.	171
Printing Office	7
Pullman Palace Car Company	323
Public Buildings and Grounds	181
Putnam, Herbert	68
Roberts, George E.	157
Robinson, C. M.	7
Rossiter, William S.	329
Rogers, C. C.	210
Roosevelt, Theodore	39
Root, Elihu	105
Scofield, John C.	163
Shaefer, Michael D.	216
Secretary of the Navy	199

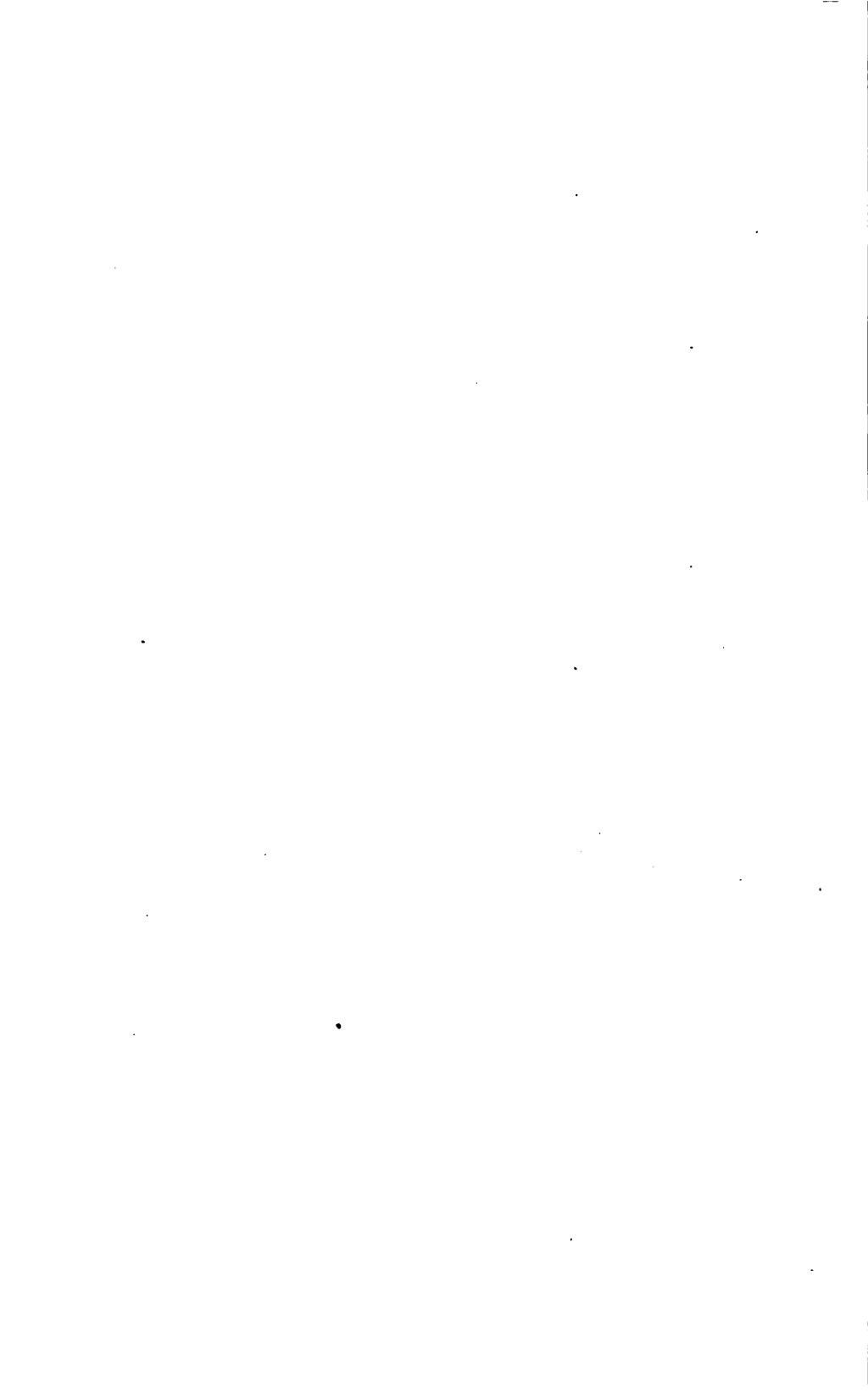
	Page.
Secretary of State	105
Shallenberger, William S	264
Signal office	172
Simplified spelling	38
Smithsonian deposit	71
Sniffer, Culver C.	173
Soleau, William L	309
Spelling, simplified	38
State, War, and Navy Department building:	
Additional dynamo tenders	187
Firemen	187
New heating and lighting plant	187
Watchmen	186
State Department	105
Statistics, Bureau of	338
St. Louis subtreasury	147
Stillings, Charles A	7, 55
Stratton, S. W	349
Standards, Bureau of	349
Surveyors, General	238
Supervising Inspector-General	343
Superintendent Library of Congress building and grounds	83, 87
Superintendent of Documents	8, 35
Superintendent Naval Observatory	212
Superintendent State, War, and Navy Department building	186
Superintendent Public Buildings and Grounds	181
Thomson, George G	264
Treasury Department:	
Auditors' offices	130
Auditor for Post-Office Department—	
Condition of work	133
Increase of force	132
Law clerk	132
Bureau of Engraving and Printing—	
Change of hours of employment	138
Increase of work	137
Postage stamps, printing of	138
Treatment of employees	
Contingent expenses	139, 140
Division of printing and stationery	129
Division of appointments	126
Division of public moneys	127
Division of bookkeeping and warrants	124
Division of customs	124
Grades of salary	131
Independent Treasury	141
Loans and currency division	128
Miscellaneous division	129
Mints and assay offices	157
Office of disbursing clerks	130
Office of Commissioner of Internal Revenue	148
Office of the Secretary	121
Office of the Comptroller of the Currency—	
Bookkeeper	136
Chiefs of division, increase of compensation	136
Money counters	137
Office of the Treasurer—	
Assistant chiefs of division, increase of	133
Machinists, increase of salary	134
Money counters	134
Office of the Supervising Architect	130
Rent	139
Register of the Treasury—	
Additional expert money counters	135
Chief of division, increase of salary	135
Revenue-Cutter Service	129

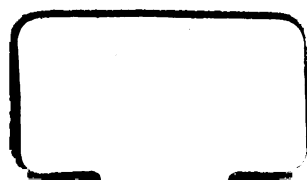
Treasury Department—Continued.	Page.
Secret Service division.....	139
Supervising Architect's office.....	130
Telephone switch board operators.....	141
Tucker, P. A.....	223
Uhler, George.....	343
Vickery, William J.....	264
Walker, Asa.....	212
Warner, Vespasian.....	242
War Department:	
Additional clerk of class 2.....	168
Bureau libraries.....	169
Chief carpenter.....	168
Clerks at \$900 each.....	168
Contingent expenses.....	170
Crowded quarters.....	170
Chief clerk and solicitor.....	171
Office of the Secretary.....	163
Overtime work.....	164, 170
Office of Judge-Advocate-General.....	171
Office of Paymaster-General.....	173
Office of Chief of Engineers.....	178
Overtime work.....	181
Services of skilled draftsmen, etc.....	180
Signal office.....	172
Clerks of class 3.....	172
Expenditures for fire control.....	172
Stenographer to the secretary.....	165
Telegraph service.....	166
Telephone operator.....	165
Three additional clerks.....	165
Webster, Richard M.....	264
Wilson, Jesse E.....	226
Wrenn, A. C.....	206
Yerkes, John W.....	148
Young, Charles E.....	7

180









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